



# Master Plan Amendment Land Use Element

City of Linden  
Union County, New Jersey  
November 8, 2019









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Union County, New Jersey



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A handwritten signature in blue ink, appearing to read "Paul Ricci", is positioned above a horizontal line.

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*The original of this document was signed  
and sealed in accordance with New Jersey Law.*

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# Executive Summary

As provided in the Municipal Land Use Law at NJSA 40-55D- 28.b(2), a municipal master plan must contain a Land Use Element, the purpose of which is to guide the type, extent and intensity of development.

This document serves as Linden’s Land Use Element. It supersedes and replaces the city’s previous Land Use Element, which was adopted with the 2002 Master Plan and last amended on July 8, 2014. Its preparation was precipitated by the need to address a variety of land use issues (e.g., the needs to: explore the status of and incorporate specific redevelopment areas into the Master Plan; improve Transit-Oriented Development initiatives in the downtown; create opportunities for townhouse development and other forms of residential development; and, promote economic development and balanced growth). These issues are thoroughly discussed in sections 1.1 and 4.0 of the Land Use Element.

The Land Use Element provides: an overview of existing land use and zoning (Section 2); a review of environmental constraints to development (Section 3); and, a discussion of current land use issues (Section 4). It culminates with the presentation of a Proposed Land Use Plan (Section 5) and provides recommendations for amendments to the zoning ordinance (Section 6), as well as recommendations for further study (Section 7). In addition to the above, the Land Use Element is accompanied by the following mapping:

- 1. Existing Land Use (Appendix A);
- 2. Existing Zoning (Appendix B);
- 3. Environmental Constraints (Appendix C);
- 4. Redevelopment/Rehabilitation Districts (Appendix D);
- 5. Opportunity Zone Area (Appendix E);
- 6. Proposed Land Use (Appendix F); and,
- 7. Changes Reflected in Proposed Land Use Plan (Appendix G).

When implemented, the Proposed Land Use Plan would

- result in:
- 1. The modification of several existing zone boundaries;
  - 2. The creation of the RLM (Research Limited Manufacturing) Zone District, which would generally be located to the west of Edgar Road (US Route No.: 1/9) and to the north of the municipal border with the City of Elizabeth, and provide space for a full range of light manufacturing and other industrial uses that adhere to modern performance standards; and,
  - 3. The creation of the SA-3 (Station Area — Residential) Zone District, which would be located to the east and west of Price Street and encompass portions of blocks 252 and 253 that are located near the

mid-point between Wood Avenue (Union County Route No.: 617) and Lumber Street, and provide an opportunity for transit-oriented residential development options (e.g., multi-family residential apartments and townhouses).

The table provided below summarizes the changes over existing zoning that would result from the implementation of the Proposed Land Use Plan.

Mapping of the Proposed Land Use Plan is provided in Appendix F. Appendix G provides mapping that highlights the changes over existing zoning that would result with the implementation of the Proposed Land Use Plan.

## CHANGES OVER EXISTING ZONING THAT WOULD RESULT FROM PROPOSED LAND USE PLAN IMPLEMENTATION

Proposed Land Use District	Change in Acres	Change in Percent
C-1 (Central Business)	-2.8	-11.8
C-1A (Commercial)	65.7	74.1
C-2 (Retail Commercial)	0.3	0.1
HI (Heavy Industrial)	-222.1	-6.7
LI (Light Industrial)	37.5	4.3
OPT (Office Professional Transition)	6.1	37.9
PCD (Planned Commercial)	1.5	3.3
R-1A (Single-Family 50-Foot)	-3.1	-0.5
R-1B (Single-Family 40-Foot)	-132.3	-44.1
R-2A (Two-Family 50-Foot)	6.0	1.6
R-2B (Two-Family 40-Foot)	121.0	18.4
R-3 (Apartment)	14.7	32.0
RLM (Research Limited Manufacturing)*	105.1	100.0
SA-1 (Station Area — Core Transit Village — Mixed-Use)	4.2	18.1
SA-2 (Station Area — Transit Village Residential)	-3.8	-8.4
SA-3 (Station Area — Residential)*	2.1	100.0

\* Zone District to be Established  
**Note (1):** No changes proposed to: C-1B (General Commercial); EDD (Economic Development); LI-A (Light Industrial — A); RD (Redevelopment); ROC (Residential Office Commercial); RPZ (Runway Protection) Overlay; SA-R (Station Area — South Wood Avenue); and, T-R (Theater).  
**Note (2):** Normal rounding errors may be present.



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## 1.0 Introduction

As provided in the Municipal Land Use Law at NJSA 40-55D-28.b(2), a municipal master plan must contain a Land Use Element. This document serves as the City of Linden's Land Use Element. It supersedes and replaces the city's previous Land Use Element, which was adopted with the 2002 Master Plan and most-recently amended on July 8, 2014.

The Land Use Element guides the type, extent and intensity of development throughout the municipality. It broadly considers natural conditions, the existing pattern of development, and current land use issues to develop a proposed land use plan and set of land use recommendations, which provide a basis for future zoning and land use policy within the municipality.

### 1.1 — Basis for Land Use Element

As provided below, there were several issues that served as the basis for this Land Use Element:

1. The need for strategies to:
  - a. Continue and improve Transit-Oriented Development initiatives in the downtown; and,
  - b. Capture opportunities to encourage investment within the newly-created Qualified Opportunity Zone that comprises the area of the city that is located to the east of the Northeast Corridor Railroad Right-of-Way and to the south of the Staten Island Railroad Right-of-Way.
2. The importance of the “connector bridge” from Tremley Point to the Borough of Carteret and the New Jersey Turnpike/Interstate 95.
3. The need to create saturation ordinances to limit the number of specific uses permitted in the downtown.
4. The need to capture opportunities for additional office and institutional space, especially proximate to the downtown.
5. The desirability or lack of desirability associated with marijuana dispensaries and wholesale production of marijuana.
6. The need to create opportunities for townhouse development and other forms of residential development.
7. The need to evaluate permitted use and bulk standards for all zone districts, but with emphasis on zones encompassing the following areas:
  - a. Downtown;
  - b. Saint George’s Avenue (New Jersey Route No.: 27);
  - c. Elizabeth Avenue (Union County Route No.: 514);
  - d. Edgar Road (US Route No.: 1/9); and,
  - e. Areas with significant residential infill development.
8. The need to identify properties or areas that may potentially be in need of redevelopment or rehabilitation.
9. The need to discuss massing, proportion and scale

for homeowners interested in remodeling Cape Cod-style, post-war and similar homes.

10. The need to provide opportunities for reinvesting and, potentially, retrofitting older garden apartment complexes.
11. The need to evaluate adopted zoning for consistency with the existing land use pattern and recommend revision, where necessary.
12. The need to evaluate the types of uses in nonresidential districts to ensure that they reflect the type of development and redevelopment that is most appropriate for the respective district.
13. The need to evaluate design and development standards in order to make recommendations that encourage high quality development.
14. The need to evaluate the potential benefit of a new Circulation Element to address traffic issues.
15. The need to evaluate community facilities (e.g.: schools; public works; and, library) to assess their ability to accommodate population growth.
16. The need to evaluate the potential to create shared parking ordinances for the downtown.
17. The need to develop an impervious cover requirement in the city.
18. The need to explore the potential to create a formal Technical Review Committee to review development applications, and to address completeness issues prior to scheduling a public hearing.
19. The need to create a special port district.
20. The need to discuss potential transportation improvements near Tremley Point.
21. The need to explore the status of and incorporate the following redevelopment areas into the Master Plan:
  - a. 19S-R (Route 1/9 and Stiles Street) Redevelopment;
  - b. 437-R (Block 437, Lots 5.03 and 5.04) Redevelopment;
  - c. AC-R (Avenue C) Redevelopment;
  - d. B-R (Bayway) Redevelopment;
  - e. C-R (Conoco-Phillips) Redevelopment;

- f. Recent revisions to the EDD (Economic Development) Redevelopment;
- g. G-R (Grasselli Road) Redevelopment;
- h. GM-RH (General Motors) Rehabilitation;
- i. Revisions to the I-R (Infineum) Redevelopment;
- j. JTG-R (JTG Scaffolding) Redevelopment;
- k. L-R (Landfill) Redevelopment;
- l. M-R (Merck & Co.) Redevelopment;
- m. PP-R (Park Plastics) Redevelopment;
- n. Recent revisions to the SA-R (Station Area — South Wood Ave.) Redevelopment; and,
- o. UL-R (United Lacquer) Redevelopment.
22. The need to evaluate Linden’s strengths and ability to capitalize on the amenities, such as: the Northeast Corridor Railroad Right-of-Way and associated passenger rail service; and, the proximity to the New Jersey Turnpike/Interstate 95, Edgar Road (US Route No.: 1/9) and Goethals Bridge.
23. The need to address areas where further traffic study and potential improvements are warranted.
24. The need to address opportunities and constraints of the existing commercial areas, as well as actions that should be taken to encourage more vibrant commercial areas.
25. The need to monitor standards for religious institutions in accordance with the Religious Land Use and Institutionalized Persons Act of 2000.
26. The need to assess the importance of reactivating vacant rail lines and spurs within industrial areas.
27. The need to encourage a balance between conservation, economic development, and the provision of community facilities, circulation, housing, recreation, open space and recycling programs with a proposed land use plan.
28. The need to assess potential for increased supermarkets and fresh food access in the city.
29. The need to acknowledge the potential need for a new police station.
30. The need to address the land use issue of trailer parking in highly visible locations.



## 1.2 — Overview of Land Use Element Organization

The remainder of this Land Use Element is organized, as follows:

1. Section 2.0 — Existing Land Use and Zoning;
2. Section 3.0 — Environmental Constraints;
3. Section 4.0 — Land Use Issues; and,
4. Section 5.0 — Proposed Land Use Plan.

In addition, the following mapping is provided:

1. Existing land use;
2. Existing zoning;
3. Environmental constraints; and,
4. Proposed land use.



## 2.0 — Existing Land Use and Zoning

This section provides an overview of the city’s existing land use and zoning. This information, along with the information on environmental constraints that is provided in Section 3.0, provides a basis from which to evaluate land use issues and develop the proposed land use plan.

### 2.1 — Existing Land Use

The City of Linden’s land surface area has a total area of 6,947.50 acres, including rights-of-way and coastal waters. Of the total area, industrial uses account for the most land in the city with 3,197.6 acres, or 46.0 percent of the land surface area. Residential (incl.: single-family; two-family; three- to four-family; and, multifamily) uses account for 1,248.0 acres, or 17.9 percent of the land surface area. Rights-of-way comprise the third-largest land use in the city with 949.1 acres, or 13.7 percent of the land surface area. Commercial uses are the fourth-largest land use in the city with 425.4 acres, or 6.1 percent of the land surface area. In total, the four uses that have been cited above account for more than four-fifths, or 83.7 percent, of the land surface area.

Table 1 provides details on the land use classification of all lands in the city.

Mapping of existing land use is provided in Appendix A.

TABLE 1 — EXISTING LAND USE

Land Use	Acres	Percent of Total Land Surface
Cemetery	235.3	3.4
Charitable Organization	23.7	0.3
Commercial	425.4	6.1
Industrial	3,197.6	46.0
Mixed-Use	12.0	0.2
Public Property	245.6	3.5
Public Property (ROSI)	301.8	4.3
Railway	181.0	2.6
Residential (Single-Family)	899.5	12.9
Residential (Two-Family)	235.5	3.4
Residential (Three-Four Family)	40.9	0.6
Residential (Multifamily)	72.1	1.0
R-O-W (Not Real Property)	949.1	13.7
School (Private)	3.5	0.1
School (Public)	51.5	0.7
Vacant	72.9	1.0
<b>Grand Total</b>	<b>6,947.5</b>	<b>100.0</b>

**Note:** Normal rounding errors may be present.  
**Source:** Tax assessment records, as verified with aerial photographs and field verification





2.2 — Existing Zone and Redevelopment/Rehabilitation Districts

A total of 22 zone districts are depicted on the official Zoning Map of the City of Linden. The largest zone district within the City of Linden is the HI (Heavy Industrial) Zone District, which has a total area of 3,298.9 acres or 47.5 percent of the total land surface area of 6,947.5 acres. The second-largest zone district is the LI (Light Industrial) Zone District, which has an area of 864.0 acres or 12.4 percent of the total land surface area. Although the LI (Light Industrial) Zone District is the second-largest zone district in the city, the principal residential zone districts of the city have a total area of 1,985.8 acres or 28.6 percent of the total land surface area. Linden’s principal residential zone districts are: the R-1A (Single-Family 50-Foot) Zone District; the R-1B (Single-Family 40-Foot) Zone District; the R-2A (Two-Family 50-Foot) Zone District; the R-2B (Two-Family 40-Foot) Zone District; the R-3 (Apartment) Zone District; and, the ROC (Residential Office Commercial) Zone District.

Table 2 provides detail on the size and percent of total land surface area encompassed by each zone district of the City of Linden.



TABLE 2 — EXISTING ZONE DISTRICTS

Existing Zone District	Acres	Percent of Total Land Surface
C-1 (Central Business)	23.9	0.3
C-1A (Commercial)	88.6	1.3
C-1B (General Commercial)	6.4	0.1
C-2 (Retail Commercial)	181.5	2.6
EDD (Economic Development)*	198.8	2.9
HI (Heavy Industrial)	3,298.9	47.5
LI (Light Industrial)	864.0	12.4
LI-A (Light Industrial — A)	154.6	2.2
OPT (Office Professional Transition)	16.2	0.2
PCD (Planned Commercial)	44.2	0.6
R-1A (Single-Family 50-Foot)	575.4	8.3
R-1B (Single-Family 40-Foot)	300.3	4.3
R-2A (Two-Family 50-Foot)	383.3	5.5
R-2B (Two-Family 40-Foot)	658.8	9.5
R-3 (Apartment)	46.0	0.7
RD (Redevelopment)*	8.8	0.1
ROC (Residential Office Commercial)	22.0	0.3
RPZ (Runway Protection) Overlay	27.5	0.4
SA-1 (Station Area — Core Transit Village — Mixed-Use)	23.3	0.3
SA-2 (Station Area — Transit Village Residential)	44.8	0.6
SA-R (Station Area — South Wood Avenue)*	5.5	0.1
T-R (Theater)*	2.0	0.0
<b>Grand Total**</b>	<b>6,947.5</b>	<b>100.0</b>

\* Redevelopment district reflected on official Zoning Map  
\*\* This table includes the RPZ (Runway Protection) Overlay Zone District. Because said zone is an overlay zone, the grand total (acreage and percentage) presented herein has been adjusted to avoid double-counting.  
**Note:** Normal rounding errors may be present.  
**Source:** Official Zoning Map, City of Linden Engineering Department.

With regard to redevelopment and rehabilitation districts, it is noted that there is currently a total of 18 redevelopment districts in the City of Linden. In total, these redevelopment districts have a total area of 1,058.0 acres, which equates to 15.2 percent of the total land surface area.

These redevelopment and rehabilitation districts, along with their areas and percent of total land surface area encompassed, are listed in Table 3.

Mapping of existing zone districts, as well as existing redevelopment and rehabilitation districts<sup>1</sup>, is provided in Appendix B.

Detailed descriptions of individual zone districts, and redevelopment and rehabilitation districts, are provided in the following subsections.



1 Please note that although the Linden City Code, adopted redevelopment plans, and official Zoning Map do not provide abbreviations for all redevelopment and rehabilitation districts, abbreviations are provided herein strictly for the purposes of this Land Use Element and associated mapping.

TABLE 3 — EXISTING REDEVELOPMENT/REHABILITATION DISTRICTS

Existing Redevelopment/Rehabilitation District	Acres	Percent of Total Land Surface
19S-R (Route 1/9 and Stiles Street) Redevelopment	7.3	0.1
437-R (Block 437, Lots 5.03 and 5.04) Redevelopment	16.2	0.2
AC-R (Avenue C) Redevelopment	23.2	0.3
B-R (Bayway) Redevelopment	182.9	2.6
C-R (Conoco-Phillips) Redevelopment	6.0	0.1
EDD (Economic Development) Redevelopment*	192.0	2.8
G-R (Grasselli Road) Redevelopment	326.8	4.7
GM-RH (General Motors) Rehabilitation	25.1	0.4
I-R (Infineum) Redevelopment	52.7	0.8
JTG-R (JTG Scaffolding) Redevelopment	3.0	> 0.0
L-R (Landfill) Redevelopment	170.5	2.5
M-R (Merck & Co.) Redevelopment	36.5	0.5
PP-R (Park Plastics) Redevelopment	0.9	> 0.0
SA-R (Station Area — South Wood Ave.) Redevelopment*	5.2	0.1
SGA-1-R (Saint Georges Ave. — Phase 1) Redevelopment*	2.3	> 0.0
SGA-2-R (Saint Georges Ave. — Phase 2) Redevelopment*	3.0	> 0.0
T-R (Theater) Redevelopment*	1.7	> 0.0
UL-R (United Lacquer) Redevelopment	2.7	> 0.0
<b>Grand Total</b>	<b>1,058.0</b>	<b>15.2</b>

\* Redevelopment district reflected on official Zoning Map  
**Note:** Normal rounding errors may be present.  
**Source:** Official Zoning Map, City of Linden Engineering Department.



### 2.2.1 — Descriptions of Existing Zone Districts

Descriptions of the individual zone districts are provided below:

1. **C-1 (Central Business) Zone District:** The C-1 (Central Business) Zone District is located in the downtown portion of the city along Wood Avenue (Union County Route No.: 617) and between Curtis Street and Price Street. The zone permits a variety of non-residential uses, including: banks; bowling alleys; child care centers; places of worship; clinics, assisted living facilities and nursing homes; convenience stores; data processing and communications studies establishments; federal, state and county government buildings; finance and real estate offices; fine art schools; food stores; art galleries; hospitals; indoor theaters; martial arts instruction; non-profit clubs and lounges; professional and business offices; parks and playgrounds; printing and publishing establishments; private parking lots; private garages; restaurants, not including drive-ins and fast food establishments; retail sales; retail service; skating rinks; and, theaters. In addition, it is important to note that apartments on upper floors are among the permitted accessory uses. The minimum required lot size is 3,000 square feet, and the minimum required lot width is 30 feet.



2. **C-1A (Commercial) Zone District:** The C-1A (Commercial) Zone District is comprised of three noncontiguous areas in the southwestern and southcentral portions of the city, with: one area situated at the southeastern corner of Saint George's Avenue (New Jersey Route No.: 27) and Stiles Street (Union County Route No. 615); one area situated at the southwestern corner of Edgar Road (US Route No.: 1/9) and Stiles Street (Union County Route No. 615); and, one area generally situated to the north of Avenue C and to the south of Linden Municipal Airport. It permits the following uses: child care centers; convenience stores; food stores; art galleries; professional and business offices; parks and playgrounds; physical fitness studios/gyms; pool parlors and arcades; commercial recreation; restaurants, including drive-ins and fast food establishments; retail sales; retail service; supermarkets; and, theaters. The minimum required lot size is 40,000 square feet, and the minimum required lot width is 200 feet.



3. **C-1B (General Commercial) Zone District:** The C-1B (General Commercial) Zone District is located at the southwestern corner of Edgar Road (US Route No.: 1/9) and Linden Avenue. It permits the following uses: banks; child care centers; food stores; professional and business offices; parks and playgrounds; physical fitness studios/gyms; commercial recreation; and, retail sales. In addition, the zone permits the following conditional uses: convenience stores, including gasoline sales; hotels; and, restaurants, including drive-ins and fast food establishments. The minimum required lot size is 25,000 square feet, and the minimum required lot width is 200 feet.



**4. C-2 (Retail Commercial) Zone District:** The C-2 (Retail Commercial) Zone District is largely located along Saint George's Avenue (New Jersey Route No.: 27) and Edgar Road (US Route No.: 1/9). Although the official Zoning Map of the City of Linden depicts only one C-2 (Retail Commercial) Zone District, Section 31-3.3 of the Revised General Ordinances of the City of Linden defines the following subdistricts: C-2 (Retail Commercial 40-Foot) Zone District; C-2 (Retail Commercial 60-Foot) Zone District; C-2 (Retail Commercial 100-Foot) Zone District; and, C-2 (Retail Commercial — Highway Development) Zone District. The relevant subdistrict is determined by the length of a given parcel's roadway frontage. Where a given parcel has frontage on more than one roadway, the roadway with the highest-ranked functional classification shall be used to determine the subdistrict. Where a given parcel has frontage on more than one roadway, and all roadways are of the same functional classification rank, the roadway upon which the parcel has the greatest frontage shall be used to determine the subdistrict. Subdistricts shall be determined as follows: if the lot frontage is less than 60 feet, the parcel is in the C-2 (Retail Commercial 40-Foot) Zone District; if the lot frontage is 60 or more feet but less than 100 feet, the parcel is in the C-2 (Retail Commercial 60-Foot) Zone District; if the lot frontage is 100 or more feet but less than 200



feet, the parcel is in the C-2 (Retail Commercial 100-Foot) Zone District; and, if the lot frontage is 200 or more feet, the parcel is in the C-2 (Retail Commercial — Highway Development) Zone District.

**a. C-2 (Retail Commercial 40-Foot) Zone District:**

The C-2 (Retail Commercial 40-Foot) Zone District permits two-family dwellings and two-family semi-detached dwellings, as well as: banks; child care centers; convenience stores; finance and real estate offices; food stores; art galleries; martial arts instruction; professional and business offices; parks and playgrounds; printing and publishing establishments; private parking lots; private garages; restaurants, not including drive-ins and fast food establishments; retail sales; and, retail service. In addition, the zone permits apartments on upper floors as conditional uses. For residential uses, the minimum required lot size is 4,000 square feet, and the minimum required lot width is 40 feet. For non-residential uses, the minimum required lot size is 10,000 square feet, and the minimum required lot width is 100 feet.

**b. C-2 (Retail Commercial 60-Foot) Zone District:**

The C-2 (Retail Commercial 60-Foot) Zone District permits: banks; bowling alleys; child care centers; clinics, assisted living facilities and nursing homes; convenience stores; places of worship; data processing and communications studies establishments; finance and real estate offices; fine art schools; food stores; art galleries; martial arts instruction; non-profit clubs and lounges; professional and business offices; parks and playgrounds; pool parlors and arcades; printing and publishing establishments; restaurants, not including drive-ins and fast food establishments; retail sales; and, retail service. The minimum required lot size is 6,000 square feet, and the minimum required lot width is 60 feet.

**c. C-2 (Retail Commercial 100-Foot) Zone District:**

The C-2 (Retail Commercial 100-Foot) Zone Dis-

trict permits: animal hospitals; banks; bowling alleys; child care centers; places of worship; clinics, assisted living facilities and nursing homes; convenience stores; data processing and communications studies establishments; finance and real estate offices; fine art schools; food stores; art galleries; martial arts instruction; medical campuses; non-profit clubs and lounges; professional and business offices; parks and playgrounds; physical fitness studios/gyms; pool parlors and arcades; printing and publishing establishments; commercial recreation; retail sales; and, retail service. In addition, the following uses are permitted as conditional uses: automobile and truck dealerships; car washes; convenience stores, including gasoline sales; and, restaurants, including drive-ins and fast food. The minimum required lot size is 10,000 square feet, and the minimum required lot width is 100 feet.

**d. C-2 (Retail Commercial — Highway Development) Zone District:**

The C-2 (Retail Commercial — Highway Development) Zone District permits: animal hospitals; automobile and truck dealerships; banks; bowling alleys; child care centers; places of worship; clinics, assisted living facilities and nursing homes; convenience stores; data processing and communications studies establishments; finance and real estate offices; fine art schools; food stores; art galleries; indoor theaters; martial arts instruction; medical campuses; motels; non-profit clubs and lounges; professional and business offices; parks and playgrounds; physical fitness studios/gyms; commercial recreation; research laboratories; restaurants, including drive-ins and fast food establishments; retail sales; retail service; and, skating rinks. Convenience stores, including gasoline sales, are permitted as a conditional use. The minimum lot size is 40,000 square feet, and the minimum lot width is 200 feet.



5. **EDD (Economic Development) District:** The EDD (Economic Development) District is a redevelopment district that encompasses Block 580, lots 31.02 through 31.10 and is generally described as Linden Municipal Airport and surrounding areas. It is one of five redevelopment districts that are reflected on the city's official Zoning Map. Further details of the EDD (Economic Development) District are provided in the next subsection of this Land Use Element.



6. **HI (Heavy Industrial) Zone District:** The HI (Heavy Industrial) Zone District is the largest zone in the city and is concentrated to the east of Edgar Road (US Route No.: 1/9), with smaller portions being situated between Edgar Road (US Route No.: 1/9) and the Northeast Corridor Railroad Right-of-Way. It permits the following uses: airports; animal hospitals; assembly and packaging; automotive repair stations; aviation uses; billboards; building material wholesale and lumber supply; cemeteries; child care centers; convenience stores, including gasoline sales; data centers; industrial services; manufacturing, processing fabrication and assembly; oil offload facilities; professional and business offices; parks and playgrounds; public utilities; public utility power generating stations; self-storage facilities; tank farms; truck terminals; warehouses and distribution centers; and, wholesale sales. The minimum required

lot size is 40,000 square feet, and the minimum required lot width is 200 feet.

7. **LI (Light Industrial) Zone District:** The LI (Light Industrial) Zone District is situated on a total of six noncontiguous sites, which are generally located at various points in the central portion of the city. The zone permits the following uses: airports; animal hospitals; assembly and packaging; automotive repair stations; billboards; building material wholesale and lumber supply; cemeteries; child care centers; convenience stores, including gasoline sales; data centers; manufacturing, processing, fabrication and assembly; medical campuses; professional and business offices; parks and playgrounds; physical fitness studios/gyms; public utilities; commercial recreation; research laboratories; retail sales; retail services; self-storage facilities; and, warehouses and distribution centers. In addition, taxicab stands and offices associated therewith are a permitted conditional use. The minimum required lot size is 10,000 square feet, and the minimum required lot width is 100 feet.



8. **LI-A (Light Industrial — A) Zone District:** The LI-A (Light Industrial — A) Zone District is situated immediately adjacent to the right-of-way of the New Jersey Turnpike/Interstate 95 and extends to the north and south of Wood Avenue (Union County Route

No.: 617), and in a westerly direction toward Linden Municipal Airport. The zone permits the following uses: airports; animal hospitals; assembly and packaging; automotive repair stations; billboards; building material wholesale and lumber supply; cemeteries; child care centers; convenience stores, including gasoline sales; data centers; industrial services; manufacturing, processing, fabrication and assembly; oil offload facilities; professional and business offices; parks and playgrounds; public utilities; self-storage facilities; tank farms; and, warehouses and distribution centers. The minimum required lot size is 40,000 square feet, and the minimum required lot width is 200 feet.



9. **OPT (Office Professional Transition) Zone District:** The OPT (Office Professional Transition) Zone District is situated along Wood Avenue (Union County Route No.: 617) and approximately between Saint George's Avenue (New Jersey Route No.: 27) and Curtis Street. In addition to permitting single-family residential dwellings, the zone permits the following non-residential uses: artist and artisan studios and workshops; child care centers; clinics, assisted living facilities and nursing homes; art galleries; home occupations; professional and business offices; and, parks and playgrounds. The minimum required lot size is 5,000 square feet, and the minimum required



lot width is 50 feet.



**10. PCD (Planned Commercial) Zone District:** The PCD (Planned Commercial) Zone District fronts on the southbound side of Edgar Road (US Route No.: 1/9) and is situated across from Linden Municipal Airport. It permits the following uses: automobile showrooms and sales lots, excluding used cars; banks; child care centers; finance and real estate offices; food stores; art galleries; hotels; professional and business offices; parks and playgrounds; physical fitness studios/gyms; printing and publishing establishments; commercial recreation; restaurants, including drive-ins and fast food establishments; retail sales; and, retail services. A minimum of 30 acres is required for development.



**11. R-1A (Single-Family 50-Foot) Zone District:** The R-1A (Single-Family 50-Foot) Zone District is concentrated in the westernmost portion of the city, in the area that is generally described as being to the west of Saint George's Avenue (New Jersey Route No.: 27) and to the south of the Borough of Roselle. It permits single-family dwellings, as well as: private and non-profit schools; parks and playgrounds; home occupations; family daycare facilities; and, places of worship. In addition, the zone permits public utilities as conditional uses. The minimum required lot size is 5,000 square feet, and the minimum required lot width is 50 feet.



**12. R-1B (Single-Family 40-Foot) Zone District:** The R-1B (Single-Family 40-Foot) Zone District is located in four

noncontiguous areas that are generally situated to the east of Saint George's Avenue (New Jersey Route No.: 27) and to the west of Elizabeth Avenue (Union County Route No.: 514). It permits single-family dwellings, as well as: private and non-profit schools; parks and playgrounds; home occupations; family daycare facilities; and, places of worship. In addition, the zone permits public utilities as conditional uses. The minimum required lot size is 4,000 square feet, and the minimum required lot width is 40 feet.



**13. R-2A (Two-Family 50-Foot) Zone District:** The R-2A (Two-Family 50-Foot) Zone District is located in four noncontiguous areas that are: generally situated near the intersection of Wood Avenue (Union County Route No.: 617) and Edgar Road (US Route No.: 1/9) in the central part of the city; and, the area that generally includes Memorial Park, which is situated on the south side of Wood Avenue (Union County Route No.: 617) and to the north of Lower Road, as well as the area immediately to the southeast thereof. It permits two-family dwellings, two-family semi-detached dwellings, and single-family dwellings, as well as: private and non-profit schools; parks and playgrounds; home occupations; family daycare facilities; funeral homes; cemeteries; and, places of worship. The zone also permits public utilities and non-profit clubs and lounges as conditional uses. The minimum lot size is



5,000 square feet. The minimum lot width is 50 feet.



**14. R-2B (Two-Family 40-Foot) Zone District:** The R-2B (Two-Family 40-Foot) Zone District is located in six noncontiguous areas that are generally situated: between Edgar Road (US Route No.: 1/9) and Saint George's Avenue (New Jersey Route No.: 27); and , include lands to the east of Edgar Road (US Route No.: 1/9) and immediately to the south of the municipal border with the adjacent City of Elizabeth. It permits two-family dwellings, two-family semi-detached dwellings, and single-family dwellings, as well as: private and non-profit schools; parks and playgrounds; home occupations; family daycare facilities; funeral homes; cemeteries; and, places of worship. In addition, the zone permits public utilities and non-profit clubs and lounges as conditional uses. The minimum required lot size is 4,000 square feet, and the minimum required lot width is 40 feet.



**15. R-3 (Apartment) Zone District:** The R-3 (Apartment) Zone District comprises four noncontiguous areas in the southwestern portion of the city. It permits garden apartments, four-family dwellings, three-family dwellings, two-family dwellings, two-family semi-detached dwellings, and single-family dwellings, as well as the following non-residential uses: parks and playgrounds; and, clinics, assisted living facilities and nursing homes. In addition, the zone permits non-profit clubs and lounges as conditional uses. The minimum required lot size is 4,000 square feet, and the minimum required lot width is 40 feet.



**16. RD (Redevelopment) District:** The RD (Redevelopment) District is located along Saint George's Avenue (New Jersey Route No.: 27), between Baltimore Street, Nora Drive and Chandler Avenue. It encompasses two of the five redevelopment districts that are reflected on the city's official Zoning Map, namely: SGA-1-R (Saint



Georges Avenue — Phase 1) Redevelopment District; and, SGA-2-R (Saint Georges Avenue — Phase 2) Redevelopment District. Additional information on the SGA-1-R (Saint Georges Avenue — Phase 1) Redevelopment District and SGA-2-R (Saint Georges Avenue — Phase 2) Redevelopment District is provided in the next subsection of this Land Use Element.

**17. ROC (Residential Office Commercial) Zone District:** The ROC (Residential Office Commercial) Zone District comprises two noncontiguous areas, as follows: along Roselle Street (Union County Route No.: 619) near the municipal boundary with Borough of Roselle; and, along Wood Avenue (Union County Route No.: 617) and between 12th Street and 20th Street. It permits two-family dwellings, two-family semi-detached dwellings, single-family dwellings, and the following non-residential uses: retail service, private parking lots, parks and playgrounds, professional and business offices, home occupations; art galleries; funeral homes; finance and real estate offices; family day care facilities; clinics, assisted living facilities and nursing homes; cemeteries; and, banks. In addition, it permits apartments on upper floors as conditional uses. The minimum lot size is 4,000 square feet, and the minimum lot width is 40 feet.



**18. RPZ (Runway Protection) Overlay Zone District:** The RPZ (Runway Protection) Overlay Zone District is an overlay zone district that is intended to prevent



encroachments in runway safety zones that could create unsafe operations at the Linden Municipal Airport. The provisions for the RPZ (Runway Protection) Overlay Zone District are provided at Section 31-46 of the Revised General Ordinances of the City of Linden and stipulate that any proposed development within the overlay zone shall be coordinated with the Federal Aviation Administration, and that no municipal approval for development shall be given without first having received approval of the Federal Aviation Administration.

- 19.SA-1 (Station Area — Core Transit Village — Mixed-Use) Zone District:** The SA-1 (Station Area — Core Transit Village — Mixed-Use) Zone District is generally located at the intersection of Wood Avenue (Union County Route No.: 617) and Elizabeth Avenue (Union County Route No.: 514) and extends in a southerly direction to encompass parking lots associated with Linden Station and adjacent areas. It permits: apartments on upper floors; banks; bowling alleys; child care centers; clinics, assisted living facilities and nursing homes; convenience stores; data processing and communications studies establishments; finance and real estate offices; fine art schools; food stores; art galleries; hotels; indoor theaters; martial arts instruction; non-profit clubs and lounges; professional and business offices; parks and playgrounds; printing and publishing establishments; private garages; restaurants, not including drive-



ins and fast food establishments; retail sales; retail service; and, theaters. The minimum required lot size is 3,000 square feet, and the minimum required lot width is 30 feet.

- 20.SA-2 (Station Area — Transit Village Residential) Zone District:** The SA-2 (Station Area — Transit Village Residential) Zone District comprises four noncontiguous areas: two of which are adjacent to the SA-1 (Station Area — Core Transit Village — Mixed-Use) Zone District and situated on Elizabeth Avenue (Union County Route No.: 514); and, two of which are situated on Wood Avenue (Union County Route No.: 617) to the east of Linden Station. It permits apartments on upper floors, four-family dwellings, two-family dwellings, two-family semi-detached dwellings and single-family dwellings, as well as the following non-residential uses: artist and artisan studios and workshops; building material wholesale and lumber supply establishments; child care centers; places of worship; convenience stores; family daycare facilities; federal, state and county government buildings; finance and real estate offices; food stores; funeral homes; art galleries; home occupations; hospitals; non-profit clubs and lounges; professional and business offices; parks and playgrounds; private parking lots; private garages; commercial recreation; retail sales; retail service; and, theaters. The minimum lot size is 4,000 square feet, and the minimum lot width is 40 feet.



- 21.SA-R (Station Area — South Wood Avenue) Redevelopment District:** The SA-R (Station Area — South Wood Avenue) Redevelopment District generally includes the lands that are situated along Wood Avenue (Union County Route No.: 617) between Pennsylvania Railroad Avenue and Morris Avenue. It is one of five redevelopment districts that are reflected on the city's official Zoning Map. Further details of the SA-R (Station Area — South Wood Avenue) Redevelopment District are provided in the next subsection of this Land Use Element.



- 22.T-R (Theater) Redevelopment District:** The T-R (Theater) Redevelopment District is generally situated near the northwestern corner of Wood Avenue (Union County Route No.: 617) and Blancke Street. It encompasses Block 212, lots 24.01, 24.04, 26, 27 and 28, and is one of five redevelopment districts that are reflected on the city's official Zoning Map. Further details of the T-R (Theater) Redevelopment District are provided in the next subsection of this Land Use Element.



### 2.2.2 — Descriptions of Redevelopment/Rehabilitation Districts

The redevelopment and rehabilitation districts of the city are described below:

1. **19S-R (Route 1/9 and Stiles Street) Redevelopment District:** The 19S-R (Route 1/9 and Stiles Street) Redevelopment District encompasses Block 469, Lots 33.01, 34, 35.01 and 36.01, and is generally situated at the southwestern corner of Edgar Road (US Route No.: 1/9) and Stiles Street (Union County Route No. 615). It is regulated by a redevelopment plan, which was prepared in September 2018 and envisions the redevelopment of existing, under-performing commercial properties with a flexible range of non-residential uses, including: retail sales and service; professional and medical offices; hotels and banquet facilities; convenience stores with associated gasoline sales; mixed-use buildings with the aforementioned uses; self-storage facilities; grocery stores; or, medical marijuana dispensaries and growing facilities.



2. **437-R (Block 437, Lots 5.03 and 5.04) Redevelopment District:** The 437-R (Block 437, Lots 5.03 and 5.04) Redevelopment District is generally situated to the west of the right-of-way of Interstate 287, to the north of Willow Glade Road, and to the south of the site of BJ's Wholesale Club. The district is regulated

by a redevelopment plan, which was prepared in June 2018 and envisions the development of vacant, unimproved lands with one or more of the following uses: warehousing; self-storage facilities; light industrial uses; or, any use currently permitted within the C-2 (Retail Commercial — Highway Development) Zone District.



3. **AC-R (Avenue C) Redevelopment District:** The AC-R (Avenue C) Redevelopment District encompasses an existing shopping center, and is generally located to the south of the Linden Municipal Airport and along Avenue C. The district includes Block 580, lots 13 and 14, and is regulated by a redevelopment plan that was prepared in April 2018. The existing development of the district is negatively impacted by limited visibility from Edgar Road (US Route No.: 1/9). As a result, the redevelopment plan for the AC-R (Avenue C) Redevelopment District seeks to provide enhanced non-residential development opportunities.



4. **B-R (Bayway) Redevelopment District:** The B-R (Bayway) Redevelopment District is generally situated to the west of the right-of-way of the New Jersey Turnpike/Interstate 95 and to the south of the municipal boundary with the City of Elizabeth. It is regulated by a redevelopment plan that envisions environmental remediation and cleanup at the former Exxon property.



5. **C-R (Conoco-Phillips) Redevelopment District:** The C-R (Conoco-Phillips) Redevelopment District is generally situated with frontage of Moses Mill Road in the northeastern portion of the city. It is regulated by a redevelopment plan, which was prepared in September 2005 and provides increased flexibility over existing heavy industrial zoning in order to permit the development of: petroleum refining facilities; petrochemical facilities; and, electric cogeneration facilities.
6. **EDD (Economic Development) District:** The EDD (Economic Development) District is a redevelopment district that encompasses Block 580, lots 31.02 through 31.10 and is generally described as Linden Municipal Airport and surrounding areas. It is regulated by a redevelopment plan, which was originally prepared in July 1994 and last amended in March 2018. The redevelopment plan envisions the development of the district with residential apartments, commercial uses, and light industrial uses, as well as the continuation of operations at Linden Municipal Airport. Please note that the EDD (Economic Development) District is one



of five redevelopment districts that is reflected on the city's official Zoning Map.



- 7. G-R (Grasselli Road) Redevelopment District:** The G-R (Grasselli Road) Redevelopment District encompasses: Block 586, lots 8, 9 and 11; and, Block 587, lots 1 and 2.01. The district fronts on Arthur Kill, which is also known as Staten Island Sound, and is generally situated to the north of Tremley Point. It is regulated by a redevelopment plan, which was prepared in June 2018 and envisions the development of a range of heavy industrial and compatible uses (e.g.: soil processing operations; recycling facilities, excluding junk yards; concrete and asphalt manufacturing; "green" power plants; warehousing; distribution; light manufacturing and office facilities; personal and business service establishments; and, automotive and truck service station stations).



- 8. GM-RH (General Motors) Rehabilitation District:** The GM-RH (General Motors) Rehabilitation District encompasses Block 469, Lot 38.02 and is situated at the northeastern corner of Linden Avenue and Pleasant Street. There is currently no redevelopment plan to regulate the GM-RH (General Motors) Rehabilitation District. The regulation of the area, therefore, defaults to existing zoning for light industrial uses. It should be noted, however, that the district has experienced development in recent years. Indeed, a warehouse/distribution facility has been recently developed within the district.



- 9. I-R (Infineum) Redevelopment District:** The I-R (Infineum) Redevelopment District encompasses Block 436, Lot 10.02 and is generally situated to the south of Park Avenue (Union County Route No.: 616) and between Linden Avenue and Edgar Road (US Route No.: 1/9). It is regulated by a redevelopment plan that was originally prepared March 2004 and last revised in August 2018. Said redevelopment plan envisions the flexible redevelopment of the district with the following non-residential land uses: retail establishments, including outdoor garden centers; personal and business service establishments; gasoline service stations with a convenience store and car wash facility; restaurants and other dining establishments; banks with drive through banking

facilities; offices; extended-stay hotels; or, self-storage facilities.



- 10. JTG-R (JTG Scaffolding) Redevelopment District:** The JTG-R (JTG Scaffolding) Redevelopment District encompasses: Block 288, lots 1, 2, 13, 14, and 15; and, Block 254, lots 12, 13, and 16. The district is situated along Elizabeth Avenue (Union County Route No.: 514) and directly to the south of an existing surface parking lot that is associated with Linden Station; it includes a vacated portion of the right-of-way of Lumber Street. The JTG-R (JTG Scaffolding) Redevelopment District is regulated by a redevelopment plan, which was prepared in April 2016 and envisions the redevelopment of existing vacant, industrial and commercial properties with mixed-use development with multifamily residential and retail components.



Source: Thomas J. Brennan Architects



**11.L-R (Landfill) Redevelopment District:** The L-R (Landfill) Redevelopment District contains Block 581, lots 11.03, 11.05 and 17. The district has 330 feet of frontage along Lower Road (Union County Route No.: 613) and is located to the north of the Rahway River. It is regulated by a redevelopment plan, which was prepared in May 2001 and envisions the redevelopment of the former landfill site, which has an area of 174.3 acres, with a minimum of 164.3 acres of recreational and conservation uses, and up to ten acres with limited industrial uses. Since the preparation and subsequent adoption of the redevelopment plan, the district has been restored to a natural state and developed as an ecological preserve and wetland habitat known as Hawk Rise Sanctuary.



**12.M-R (Merck & Co.) Redevelopment District:** The M-R (Merck & Co.) Redevelopment District encompasses Block 470, lots 63, 64 and 65 and portions of lots 66

and 67. The district has frontage on the southbound side of Edgar Road (US Route No.: 1/9) and is located within close proximity to the municipal boundary with the City of Rahway. It is regulated by a redevelopment plan, which was prepared in September 2003 and permits, in addition to the permitted uses of the underlying The HI (Heavy Industrial) Zone District: research and development facilities; manufacturing; and, warehousing and distribution.

**13.PP-R (Park Plastics) Redevelopment District:** The PP-R (Park Plastics) Redevelopment District encompasses Block 496, lots 3 and 4 and has frontage on Park Place, Bedle Place, and Worth Place. The PP-R (Park Plastics) Redevelopment District is regulated by a redevelopment plan, which was prepared in May 2018 and envisions the redevelopment of the district with: single-family dwellings; two-family dwellings; two-family semi-detached dwellings; or, townhouses.



Source: Waga Enterprises

**14.SA-R (Station Area — South Wood Avenue) Redevelopment District:** The SA-R (Station Area — South Wood Avenue) Redevelopment District generally includes the lands situated along Wood Avenue (Union County Route No.: 617) between Pennsylvania Railroad Avenue and Morris Avenue: as well as Block 450, Lot 1, which is located at the northeastern corner of Morris Avenue and Wood Avenue (Union County Route No.: 617); and, excluding Block 448, Lot 24, which is located at the northwestern corner of Linden

Avenue and Wood Avenue (Union County Route No.: 617). The district is regulated by a redevelopment plan, which was originally prepared in September 2001 and last revised in July 2018. The redevelopment plan for the district envisions the redevelopment of the district with uses such as multifamily residential development, public uses, parks and open space, dining establishments (incl., outdoor dining), mixed-use buildings, and retail sales and services, as defined in the redevelopment plan to include, but not be limited to: markets, entertainment establishments, cafes, bars, health and fitness clubs, clothing stores, child care, clubs, community centers, community meeting rooms and boutique retailers. Please note that the SA-R (Station Area — South Wood Avenue) Redevelopment District is one of five redevelopment districts that is reflected on the city's official Zoning Map.



- 15.SGA-1-R (Saint Georges Avenue — Phase 1) Redevelopment District:** The SGA-1-R (Saint Georges Avenue — Phase 1) Redevelopment District encompasses the lands between Saint George’s Avenue (New Jersey Route No.: 27), Charles Street, Nora Drive, and Chandler Avenue. Please note that the SGA-1-R (Saint Georges Avenue — Phase 1) Redevelopment District is one of five redevelopment districts that is reflected on the city’s official Zoning Map (n.b., the SGA-2-1 [Saint Georges Avenue — Phase 1] Redevelopment District is part of the RD [Redevelopment] District). See the Section 7.0 – Recommendations for Further Study, which provides a recommendation regarding the Saint Georges Avenue Redevelopment Areas.



- 16.SGA-2-R (Saint Georges Avenue — Phase 2) Redevelopment District:** The SGA-2-R (Saint Georges Avenue — Phase 2) Redevelopment District is situated between Saint George’s Avenue (New Jersey Route No.: 27), Baltimore Street, Nora Drive and Charles Street. It is regulated by a redevelopment plan, which was originally prepared in November 2004 and last revised in April 2011. The redevelopment plan for the area envisions the development of a mixed-use residential, office and retail complex within the district. In 2017, on three acres, the City of Linden Planning Board approved a mixed-use building containing 113 residential units and close to 18,000 square feet of

retail and restaurant space. The site encompasses the block that is bound by Saint Georges Avenue, John Street, Charles Street and Baltimore Avenue. Please note that the SGA-2-R (Saint Georges Avenue — Phase 2) Redevelopment District is one of five redevelopment districts that is reflected on the city’s official Zoning Map (n.b., the SGA-2-R [Saint Georges Avenue — Phase 2] Redevelopment District is part of the RD [Redevelopment] District).

- 17.T-R (Theater) Redevelopment District:** The T-R (Theater) Redevelopment District is generally situated near the northwestern corner of Wood Avenue (Union County Route No.: 617) and Blancke Street. It encompasses Block 212, lots 24.01, 24.04, 26, 27 and 28, and is regulated by a redevelopment plan that was originally prepared in September 2003 and revised in October 2016. The redevelopment plan envisions the redevelopment of a former theater structure that exhibits signs of obsolescence and functional deficiencies with non-residential uses, such as: retail; office; public; or, other compatible uses. Please note that the T-R (Theater) Redevelopment District is one of five redevelopment districts that is reflected on the city’s official Zoning Map.

- 18.UL-R (United Lacquer) Redevelopment District:** The UL-R (United Lacquer) Redevelopment District is generally situated at 1001 West Elizabeth Avenue in the southwestern portion of the city and encompasses Block 423, Lot 4.02. The district is regulated by a redevelopment plan, which was prepared in March 2019 and envisions the redevelopment of a former industrial site with mixed-use development with multifamily residential and retail components.



Source: CPA Architecture



## 3.0 — Environmental Constraints

With regard to environmental constraints, it is noted that parts of the city are encumbered with: wetlands; flood hazard areas; surface waters; and, stream corridors (incl., an assumed 25-foot buffer from either side<sup>2</sup>). In addition, there are several groundwater contamination areas that have been identified by the State of New Jersey, in the city. In total, these areas comprise 2,846.5 acres or approximately 41.0 percent of the total land surface area (n.b., this measure of land surface area includes non-tidal surface waters mapped by the New Jersey Department of Environmental Protection). Most of these areas are located to the east of Edgar Road (US Route No.: 1/9), where commercial and industrial land uses predominate.

Table 4 shows the distribution of the aforementioned environmental constraints by existing land use.

<sup>2</sup> N.J.A.C. 7:13 includes provisions that stipulate that no disturbance related to a regulated activity shall be permitted within 25 feet of the top of bank or edge of water of a waterway that is not designated as a “Category One” waterway (n.b., there are no “Category One” waterways in the city). Regulated activities are outlined in N.J.A.C. 7:13-2.3 and include: the alteration of topography through excavation, grading or placement of fill; the clearing, cutting or removal of vegetation in a riparian zone; the creation of impervious surface; the storage of unsecured material; the construction, reconstruction or enlargement of a structure; and, the conversion of a building into a private residence or a public building. While the New Jersey Department of Environmental Protection ultimately makes a final determination as to any required buffers, an assumed buffer of 25 feet has been used in this analysis.

TABLE 4 — ACREAGE OF ENVIRONMENTAL CONSTRAINTS BY EXISTING LAND USE

Land Use	Wetlands	Flood Hazard Areas	Surface Waters	Stream Corridors	Interim Total	Ground-water Contamination	Grand Total
Cemetery	1.0	13.6	0.0	0.0	<b>14.3</b>	1.4	<b>14.9</b>
Charitable Organization	0.0	0.2	0.0	0.1	<b>0.3</b>	0.1	<b>0.4</b>
Commercial	6.6	15.9	0.2	2.8	<b>22.3</b>	37.8	<b>59.6</b>
Industrial	418.3	970.9	105.8	83.9	<b>1,051.0</b>	1,789.7	<b>2,385.0</b>
Mixed-Use	0.0	0.1	0.0	0.1	<b>0.1</b>	0.0	<b>0.1</b>
Public Property	19.9	38.8	4.0	11.1	<b>43.7</b>	3.6	<b>45.8</b>
Public Property (ROSI)	87.4	76.6	8.5	10.8	<b>117.3</b>	0.4	<b>117.6</b>
Railway	5.7	44.4	2.9	10.0	<b>48.4</b>	15.9	<b>61.7</b>
Residential (1-Family)	0.3	14.9	0.0	1.5	<b>15.7</b>	4.2	<b>19.9</b>
Residential (2-Family)	0.0	4.4	0.0	0.5	<b>4.6</b>	0.5	<b>5.2</b>
Residential (3- and -4 Family)	0.0	1.3	0.0	0.0	<b>1.3</b>	0.0	<b>1.3</b>
Residential (Multifamily)	0.0	0.2	0.0	0.0	<b>0.2</b>	0.0	<b>0.2</b>
R-O-W (Not Real Property)	9.7	56.6	4.3	13.5	<b>69.2</b>	28.6	<b>92.2</b>
School (Private)	0.0	0.0	0.0	0.0	<b>0.0</b>	0.0	<b>0.0</b>
School (Public)	0.0	3.6	0.0	0.0	<b>3.6</b>	0.0	<b>3.6</b>
Vacant	12.7	33.0	14.3	5.8	<b>36.0</b>	25.3	<b>39.1</b>
<b>Grand Total</b>	<b>561.6</b>	<b>1,274.3</b>	<b>140.1</b>	<b>140.1</b>	<b>1,428.0</b>	<b>1,907.6</b>	<b>2,846.5</b>

**Source:** New Jersey Department of Environmental Protection; Federal Emergency Management Agency.

Table 5 shows the distribution of the aforementioned environmental constraints by existing zone district.

Appendix C provides mapping of the environmentally constrained areas of the city.

TABLE 5 — ACREAGE OF ENVIRONMENTAL CONSTRAINTS BY EXISTING ZONE DISTRICT

Land Use	Wetlands	Flood Hazard Areas	Surface Waters	Stream Corridors	Interim Total	Ground-water Contamination	Grand Total
C-1	0.0	0.0	0.0	0.0	0.0	0.0	0.0
C-1A	0.0	0.0	0.0	0.0	0.0	0.1	0.1
C-1B	0.0	0.0	0.0	0.0	0.0	0.0	0.0
C-2	5.9	11.3	0.3	3.9	12.6	14.0	26.2
EDD*	1.6	0.0	0.0	0.0	1.6	2.0	3.6
HI	500.7	1,068.3	125.1	101.4	1,195.4	1,717.5	2,436.4
LI	27.6	73.1	1.1	7.0	87.6	63.9	151.3
LI-A	17.5	41.8	1.5	8.1	41.9	74.6	109.0
OPT	0.0	0.3	0.0	0.5	0.5	0.0	0.5
PCD	0.0	0.0	0.0	0.0	0.0	15.8	15.8
R-1A	0.0	0.1	1.7	0.6	2.3	0.2	2.6
R-1B	0.0	5.2	0.0	0.9	5.6	0.7	6.3
R-2A	6.2	40.8	9.5	7.7	42.0	4.7	42.3
R-2B	2.1	31.6	0.0	8.2	35.9	11.1	47.1
R-3	0.0	0.4	0.3	0.4	0.4	0.0	0.4
RD*	0.0	0.2	0.0	0.3	0.5	0.0	0.5
ROC	0.0	0.8	0.4	0.3	0.8	0.0	0.8
RPZ	0.0	0.0	0.0	0.0	0.0	6.1	6.1
SA-1	0.0	0.0	0.0	0.0	0.0	2.8	2.8
SA-2	0.0	0.3	0.0	0.8	0.8	0.0	0.8
SA-R*	0.0	0.0	0.0	0.0	0.0	0.0	0.0
T-R*	0.0	0.0	0.0	0.0	0.0	0.0	0.0
Grand Total**	561.6	1,274.3	140.1	140.1	1,428.0	1,907.6	2,846.5

\* Redevelopment district reflected on official Zoning Map  
\*\* This table includes the RPZ (Runway Protection) Overlay Zone District. Because said zone is an overlay zone, the grand total (acreage and percentage) presented herein has been adjusted to avoid double-counting.  
**Source:** New Jersey Department of Environmental Protection; Federal Emergency Management Agency



# 4.0 — Land Use Issues

The focus of this chapter is key land use issues, which shape the development of the proposed land use plan that is presented in Chapter 5. It includes discussions of population growth, employment dynamics, parking and circulation issues, redevelopment/rehabilitation planning efforts, and the federal Qualified Opportunity Zone Program. It also includes a statement of strategy concerning smart growth, resiliency, and sustainability, which is a new statutory requirement for land use elements.

## 4.1 — Population Growth

Since the adoption of the 2002 Master Plan, Linden’s population has grown considerably. Indeed, in the period between 2002 and 2017 (n.b., 2017 is the year for which the most recent annual population estimate of the United States Census Bureau is available), the city’s population grew from 39,636 residents to 43,056 residents, which is an increase of 3,420 residents or 8.6 percent. This rate of growth is higher than the level exhibited by Union County (7.2 percent) and the State of New Jersey (5.4 percent) over the same period. Even more remarkable, however, is that the city’s population was actually decreased slightly in the period through 2009; only in 2010 did the city’s population begin to demonstrate an increase over its 2002 population. Table 6 shows municipal, county and state population development over the period from 2002 through 2017.

When it is considered that the total number of households in Linden decreased slightly from 15,052 households to 14,909 households in the period between the two most recent decennial censuses (i.e., the 2000 United States Census and the 2010 United States Census), and continued to decrease to an estimated average of 14,319 households in the period from 2013 through 2017 (n.b., this estimated average is reported by the United States Census Bureau’s American Community Survey), it

TABLE 6 — RESIDENT POPULATION GROWTH (2002–2017)

Area	2002	2003	2004	2005	2006	2007	2008	2009
Linden City	39,636	39,527	39,371	39,292	39,054	38,998	39,054	39,432
Union County	526,154	525,048	523,635	521,987	520,285	519,738	521,816	526,426
New Jersey	8,544,115	8,583,481	8,611,530	8,621,837	8,623,721	8,636,043	8,663,398	8,707,739

Area	2010	2011	2012	2013	2014	2015	2016	2017
Linden City	40,604	40,781	41,036	41,375	41,778	42,140	42,878	43,056
Union County	537,743	541,300	545,878	550,461	554,069	557,073	561,106	563,892
New Jersey	8,803,708	8,844,694	8,882,095	8,913,735	8,943,010	8,960,001	8,978,416	9,005,644

Source: United States Census Bureau (Reported by New Jersey Department of Labor and Workforce Development)

is determined that the city’s population increase through 2017 is more likely the result of demographic change than new housing construction. This conclusion is supported by the fact that the city’s average household size grew from 2.60 members to 2.70 members between the 2000 United States Census and the 2010 United States Census (n.b., the 2013–2017 American Community Survey does not report average household size). However, this could change in the future as new housing construction resulting from the city’s various redevelopment initiatives is completed.

Looking forward, it is anticipated that the city’s population will continue to grow. This is demonstrated by the most recent (i.e., November 13, 2017) population forecasts of the North Jersey Transportation Planning Authority, which indicate a total of 49,531 residents in 2045. As is consistent with the city’s ongoing transit-oriented development initiatives, it is anticipated that much of the projected growth will occur in the area surrounding Linden Station.

## 4.2 — Employment Dynamics

With regard to the number of jobs in the City of Linden, it is noted that information from the New Jersey Depart-

ment of Labor and Workforce Development indicates that there was an average total of 19,907 jobs in 2003 (n.b., municipal estimates for the year 2002 are currently not available) and 19,195 jobs in 2017. This represents a decline of 712 jobs or 3.6 percent. Looking forward, however, it is anticipated that the number of jobs within the city will grow. This is demonstrated by the most recent (i.e., November 13, 2017) employment forecasts of the North Jersey Transportation Planning Authority, which indicate a total of 24,047 jobs in 2045. This growth will likely occur as the result of: economic recovery following the Great Recession; the city’s ongoing redevelopment efforts; and, increased potential to attract new development in the future as a result of the Qualified Opportunity Zone Program, which is discussed later in this chapter. In addition, as is consistent with the established land use pattern of the city, it is anticipated that much of the forecasted job growth will occur in areas to the east of the Northeast Corridor Railroad Right-of-Way.

### 4.2.1 — Type of Jobs

With regard to the type of jobs located within Linden, it is noted that the United States Census Bureau, Center for Economic Studies reports that there was an average of 18,613 jobs located in Linden during 2015 (n.b., 2015

is the vintage of the most recent data available) with the three largest employment sectors being: retail trade with 3,346 or 18.0 percent of all jobs; manufacturing with 3,321 or 17.8 percent of all jobs; and, transportation and warehousing with 2,010 or 10.8 percent of all jobs. Details of other employment sectors are provided in Table 7.

Given the established land use pattern of the city, it is anticipated that the broad industrial sectors that describe employment within the city will be fairly consistent over at least the medium term.

4.3 — Parking and Circulation Issues

Parking is a significant issue within the downtown and certain residential areas of the City of Linden. Indeed, the historic lack of a required off-street parking requirement in the downtown has resulted in patrons relying upon on-street and city public parking facilities. These issues are further complicated by a lack of loading areas/delivery truck parking areas along the corridor of Wood Avenue (Union County Route No.: 617). However, as the downtown continues to grow, additional off-street parking solutions will be needed.

Another pressing parking issue is associated with new infill residential projects, which often result in the elimination of on-street parking spaces to provide for an additional or wider driveway. A balance between providing ample off-street parking while retaining green space in the front yard area, continues to be a land use issue.

In addition to the above, it is noted that, as a result of significant development of warehousing space within eastern portions of the City of Linden, there has been a significant increase in the amount of truck traffic. For decades, the City has envisioned a connector bridge and road from Tremley Point to Exit 12 of the New Jersey Turnpike/Interstate 95 in Carteret. To date, substantial monies have been invested to design and to obtain the necessary environmental permits to construct the bridge. For the general welfare of Linden, its residents, and the City’s traffic

TABLE 7 — INDUSTRY SECTOR OF EMPLOYMENT (2015)

Existing Zone District	Jobs	Percent of Total Jobs
Retail Trade	3,346	18.0
Manufacturing	3,321	17.8
Transportation and Warehousing	2,010	10.8
Health Care and Social Assistance	1,455	7.8
Wholesale Trade	1,399	7.5
Educational Services	1,365	7.3
Accommodation and Food Services	1,167	6.3
Construction	833	4.5
Other Services (Excl., Public Administration	809	4.3
Professional, Scientific, and Technical Services	709	3.8
Public Administration	649	3.5
Admin. and Support, Waste Management, and Remediation	625	3.4
Information	252	1.4
Finance and Insurance	229	1.2
Real Estate and Rental and Leasing	206	1.1
Utilities	170	0.9
Arts, Entertainment and Recreation	68	0.4
Grand Total	18,613	100.0

**Note:** Normal rounding errors may be present.  
**Source:** United States Census Bureau, Center for Economic Studies

circulation patterns, the construction of the connector bridge is essential. The existing bridge design would provide a direct route from Tremley Point to the New Jersey Turnpike/Interstate 95. The bridge would eliminate truck traffic in residential areas, provide better access to one of the largest industrial areas in the state, and improve regional circulation. This issue should be monitored, and corrective measures taken when deemed necessary by the Linden Planning Board and City Council.

Linden has a long industrial history. However, these established land use patterns have resulted in unsightly trailer parking on and in close proximity to public thor-

oughfares. This is an on-going issue where improvements are needed.





Lastly, this Plan recognizes pending improvements to intersections along Edgar Road (US Route No.: 1/9) and the need to reconcile pending property takings as well as impacts that this may have on pending and future development within the city.

#### 4.4 — Redevelopment/Rehabilitation Efforts

There is currently a significant amount of redevelopment activity within the City of Linden. Indeed, as has been previously demonstrated in this Land Use Element, the city currently has a total of 18 redevelopment or rehabilitation districts. It is anticipated that this number will grow in the future.

While five of the city's redevelopment and rehabilitation districts are depicted on the official Zone Map, the majority (i.e., the remaining 13) are not. Therefore, to promote improved land use administration and clarity within the city, it is recommended that all redevelopment and rehabilitation districts be mapped on an ongoing basis. To facilitate this, Appendix D provides mapping of all redevelopment and rehabilitation districts in existence at the time of the preparation of this Land Use Element.

#### 4.5 — Qualified Opportunity Zone Program

The Qualified Opportunity Zone (QOZ) Program is a federal incentive program, which was introduced with the Tax Cuts and Jobs Act of 2017. It incentivizes investment in over 8,700 QOZs throughout the United States by providing investors in qualified businesses or properties (incl., purchased and leased properties) that are located in a QOZ with certain tax advantages when specific conditions are met. The key goal of the program is to stimulate investment in areas that have struggled with recovery since the last recession. It is important to note that the program is in its early stages and, as of the preparation of this Land Use Element, specific regulations for the program had not been adopted (n.b., regulations were proposed in April 2019).

QOZs are identified at the state level and approved by the United States Treasury. Information from the New Jersey Department of Community Affairs indicates that QOZs within the state have been selected based upon a customized mathematical tool called the Municipal Revitalization Index (MRI), which considers such factors as: income; unemployment rate; property values; geographic distribution; access to transit; and, the value of existing investments.

The majority of Linden is located within a QOZ. Indeed, areas of Linden that are generally located to the east of the Northeast Corridor Railroad Right-of-Way and to the south of the Staten Island Railroad Right-of-Way are located within a QOZ. These areas, which encompass a total area of 4,524.2 acres or 65.1 percent of the land surface area, are mapped in Appendix E.

Given the size significance of the QOZ Program and its potential to generate a considerable investment within the city, it is important that the city closely monitor its status on an ongoing basis. In addition, it is important that the city continue to create a favorable business and development climate within the area of the QOZ.

#### 4.6 — Smart Growth, Resiliency and Sustainability

As provided in the Municipal Land Use Law at NJSA 40-55D-28.b(2)(f), land use elements adopted after the effective date of PL 2017, c.275, must include a statement of strategy concerning: smart growth which, in part, shall consider potential locations for the installation of electric vehicle charging stations; storm resiliency with respect to energy supply, flood-prone areas, and environmental infrastructure; and, environmental sustainability.

To this end, it is noted that the City of Linden has taken concrete measures to ensure that development occurs in a manner that advances the notion and cause of smart growth while promoting resiliency and sustainability. Indeed, as demonstrated by the adoption of the city's 2008 Transit-Oriented Development Plan, it has taken great

strides to intensify residential and non-residential development within close proximity to Linden Station. The implementation of this plan is manifest in the city's various redevelopment initiatives, and particularly within the SA-R (Station Area — South Wood Avenue) Redevelopment District and the JTG-R (JTG Scaffolding) Redevelopment District, both of which are located immediately adjacent to Linden Station or its associated parking areas, and would result in increased use of public transportation with Linden Station at its doorstep. The city's support for smart growth is further supported by the fact that several of the city's adopted redevelopment plans call for the adaptive reuse of existing structures, or the reclamation of former industrial sites for redevelopment as residential or mixed-use properties; by doing so, sprawling development patterns in Linden and the broader region are mitigated. Moreover, this Land Use Element includes recommendations for Zoning Ordinance amendments that promote smart growth, sustainability and resiliency by providing standards for: electric vehicle charging stations; car share facilities; shared parking arrangements; pedestrian improvements; multimodal facilities; and, among other subjects, green infrastructure improvements.

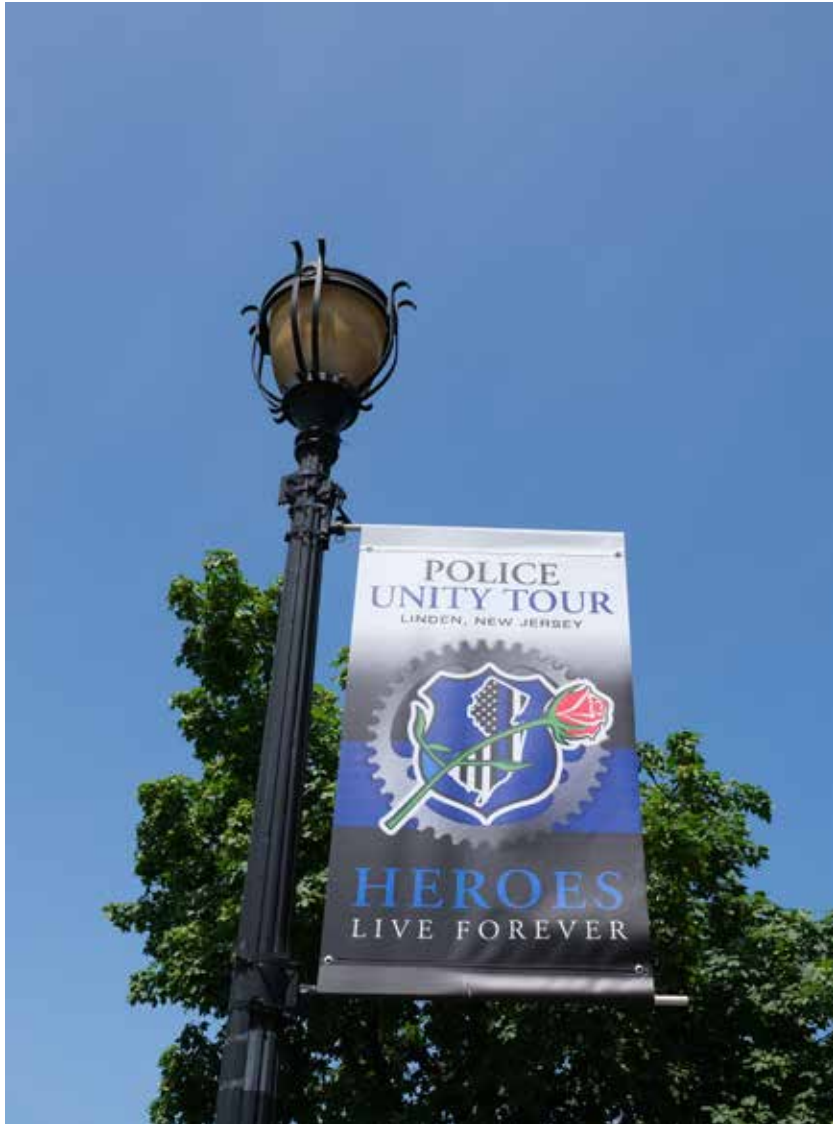
#### 4.7 — New City Police Department

As discussed in a former redevelopment plan for a new social justice complex on Saint George's Avenue (New Jersey Route No.: 27), and discussions with the City of Linden Police Chief, the existing space at City Hall for the Police Department has become inadequate. The Police Department is in need of its own dedicated workspace, separate from the area that provides the general functions of the city. There are approximately 135 officers in the Linden Police Department that work out of the police station. The Police Department is in need of additional parking that could accommodate spaces for between 100 and 175 vehicles.

According to the Police Department, they are required by current standards to have the separate spaces for the

Juvenile Bureau, its holding area and have the record room and violations room as separate spaces. Other improvements include the need for: an evidence room with direct access to a secure vault; a sally port to handle decontamination along with drop-offs of people who are arrested; an increase to the total number of holding cells; and, domestic violence areas.

As part of the new facility design, an evaluation for the following should be considered: an overnight sleeping facility for officers during emergencies; file and supply storage rooms; separate offices; a gym and weight room; a traffic bureau; a booking area and fingerprint room; and, a staff meeting area with audio/visual capabilities.



## 5.0 — Proposed Land Use Plan

The Proposed Land Use Plan has been designed to provide a comprehensive guide for the future growth and development of the community. It recognizes that the City of Linden is an established community and, as such, focuses largely on focusing new development around Linden Station, modernizing and improving industrial districts and uses as well as encouraging well-designed residential infill development.

The preparation of this master plan is occurring at a time when land use in Linden is undergoing a significant renaissance. Between 1980 and 2002, there was little change in the mix of land uses or the direction of land use policies in the city. The predominant forms of development were small-lot and infill single-family and two-family residential development in Linden’s residential areas, and infill single-use industrial development on large lots in the HI and LI districts. Not much thought was given to: adding to Linden’s open space inventory; diversifying land uses, especially residential uses; upgrading or renovating the downtown, which was stagnating with out-of-date retail uses; or, to comprehensively addressing the increases of traffic on local roads. Population in Linden actually fell between 2002 (n.b., 39,636 residents) and 2009 (n.b., 39,432 residents), mostly attributable to a decreasing number of households. Since the closing of the General Motors plant in 2005, many of the small-scale industrial uses on Elizabeth Avenue (Union County Route No.: 514) that supported the General Motors plant were lost. Industrial uses on smaller lots itself became outdated and falling behind other industrial parks in the region in terms of serving the needs of the burgeoning warehouse sector in the New York City metropolitan region.

Many of the former tool and die shops transitioned into auto service-related facilities, with unsightly outdoor

storage. In recent years, Linden’s industrial sector has flourished, which has led to an economic boom and a great source of ratables and employment.

This Land Use Plan tailors recommendations with respect to land use. Collectively, the Land Use Plan and corresponding Proposed Land Use Map indicate the type, location and intensity of future land use in the city. It is intended to guide the city to develop more detailed land use regulations.

As is consistent with the city’s established land use pattern, the largest land use classification on the Proposed Land Use Plan is the HI (Heavy Industrial) Proposed Land Use District with 3,076.8 acres or 44.3 percent of the total land surface area. Residential uses, which amount to 1,992.2 acres or 28.6 percent of the total land surface area, are the second-largest land use classification on the Proposed Land Use Plan. Residential uses are included in the following proposed land use districts: R-1A (Single-Family 50-Foot) Proposed Land Use District; the R-1B (Single-Family 40-Foot) Proposed Land Use District; the R-2A (Two-Family 50-Foot) Proposed Land Use District; the R-2B (Two-Family 40-Foot) Proposed Land Use District; the R-3 (Apartment) Proposed Land Use District; and, the ROC (Residential Office Commercial) Proposed Land Use District. In addition, the LI (Light Industrial) Proposed Land Use District, with 901.5 acres or 13.0 percent of the total land surface area, is the third-largest land use classification on the Proposed Land Use Plan. The aforementioned land uses comprise a total of 5,970.5 acres or 85.8 percent of the total land surface area.

Table 8 summarizes the allocation of land surface area among future land use classifications, which will provide a basis for the future zoning of the city<sup>3</sup>.

3 Because the future land use plan is intended to provide a basis for future zoning, future land use classifications most closely resemble the existing zone districts presented that have been presented in Table 2 and mapped in Appendix B.



TABLE 8 — PROPOSED LAND USE DISTRICTS

Proposed Land Use District	Acres	Percent of Total Land Surface
C-1 (Central Business)	21.1	0.3
C-1A (Commercial)	154.3	2.2
C-1B (General Commercial)	6.4	0.1
C-2 (Retail Commercial)	181.8	2.6
EDD (Economic Development)*	198.8	2.9
HI (Heavy Industrial)	3,076.8	44.3
LI (Light Industrial)	901.5	13.0
LI-A (Light Industrial — A)	154.6	2.2
OPT (Office Professional Transition)	22.3	0.3
PCD (Planned Commercial)	45.7	0.7
R-1A (Single-Family 50-Foot)	572.4	8.2
R-1B (Single-Family 40-Foot)	167.9	2.4
R-2A (Two-Family 50-Foot)	389.3	5.6
R-2B (Two-Family 40-Foot)	779.8	11.2
R-3 (Apartment)	60.8	0.9
RD (Redevelopment)*	8.8	0.1
RLM (Research Limited Manufacturing)	105.1	1.5
ROC (Residential Office Commercial)	22.0	0.3
RPZ (Runway Protection) Overlay	27.5	0.4
SA-1 (Station Area — Core Transit Village — Mixed-Use)	27.5	0.4
SA-2 (Station Area — Transit Village Residential)	41.0	0.6
SA-3 (Station Area — Residential)	2.1	0.0
SA-R (Station Area — South Wood Avenue)*	5.5	0.1
T-R (Theater)*	2.0	0.0
<b>Grand Total**</b>	<b>6,947.5</b>	<b>100.0</b>

\* Redevelopment district reflected on official Zoning Map

\*\* This table includes the RPZ (Runway Protection) Overlay Zone District. Because said zone is an overlay zone, the grand total (acreage and percentage) presented herein has been adjusted to avoid double-counting.

**Note:** Normal rounding errors may be present.

**Source:** RicciPlanning, LLC

The Proposed Land Use Plan is mapped in Appendix F.



Table 9 summarizes the changes between the Proposed Land Use Plan and the city’s existing zoning.

As reflected in Table 9, the areas of the following proposed land use districts remain unchanged over the existing, official Zoning Map of the City of Linden: C-1B (General Commercial) Proposed Land Use District; EDD (Economic Development) Proposed Land Use District; LI-A (Light Industrial — A) Proposed Land Use District; RD (Redevelopment) Proposed Land Use District; ROC (Residential Office Commercial) Proposed Land Use District; RPZ (Runway Protection) Overlay Proposed Land Use District; SA-R (Station Area — South Wood Avenue) Proposed Land Use District; and, T-R (Theater) Proposed Land Use District. The areas of the following zone districts would increase as a result of the implementation of the Proposed Land Use Plan: C-1A (Commercial) Proposed Land Use District; C-2 (Retail Commercial) Proposed Land Use District; LI (Light Industrial) Proposed Land Use District; OPT (Office Professional Transition) Proposed Land Use District; PCD (Planned Commercial) Proposed Land Use District; R-2A (Two-Family 50-Foot) Proposed Land Use District; R-2B (Two-Family 40-Foot) Proposed Land Use District; R-3 (Apartment) Proposed Land Use District; and, SA-1 (Station Area — Core Transit Village — Mixed-Use) Proposed Land Use District. The areas of the following zone districts would decrease as a result of the implementation of the Proposed Land Use Plan: C-1 (Central Business) Proposed Land Use District; HI (Heavy Industrial) Proposed Land Use District; R-1A (Single-Family 50-Foot) Proposed Land Use District; R-1B (Single-Family 40-Foot) Proposed Land Use District; and, SA-2 (Station Area — Transit Village Residential) Proposed Land Use District.

TABLE 9 — CHANGES OVER EXISTING ZONING REFLECTED IN PROPOSED LAND USE PLAN (CHANGE IN ACRES AND PERCENT OF LAND SURFACE AREA IN DISTRICT)

Proposed Land Use District	Change in Acres	Change in Percent
C-1 (Central Business)	-2.8	-11.8
C-1A (Commercial)	65.7	74.1
C-1B (General Commercial)	0.0	0.0
C-2 (Retail Commercial)	0.3	0.1
EDD (Economic Development)*	0.0	0.0
HI (Heavy Industrial)	-222.1	-6.7
LI (Light Industrial)	37.5	4.3
LI-A (Light Industrial — A)	0.0	0.0
OPT (Office Professional Transition)	6.1	37.9
PCD (Planned Commercial)	1.5	3.3
R-1A (Single-Family 50-Foot)	-3.1	-0.5
R-1B (Single-Family 40-Foot)	-132.3	-44.1
R-2A (Two-Family 50-Foot)	6.0	1.6
R-2B (Two-Family 40-Foot)	121.0	18.4
R-3 (Apartment)	14.7	32.0
RD (Redevelopment)*	0.0	0.0
RLM (Research Limited Manufacturing)	105.1	100.0
ROC (Residential Office Commercial)	0.0	0.0
RPZ (Runway Protection) Overlay	0.0	0.0
SA-1 (Station Area — Core Transit Village — Mixed-Use)	4.2	18.1
SA-2 (Station Area — Transit Village Residential)	-3.8	-8.4
SA-3 (Station Area — Residential)	2.1	100.0
SA-R (Station Area — South Wood Avenue)*	0.0	0.0
T-R (Theater)*	0.0	0.0

\* Redevelopment district reflected on official Zoning Map  
**Note:** Normal rounding errors may be present.  
**Source:** RicciPlanning, LLC



In addition, it is noted that the implementation of the Proposed Land Use Plan would result in the creation of two new zone districts, as follows:

1. RLM (Research Limited Manufacturing) Zone District: The RLM (Research Limited Manufacturing) Zone District would be created as a result of the implementation of the Proposed Land Use Plan. Said zone would generally be located to the west of Edgar Road (US Route No.: 1/9) and to the north of the municipal border with the City of Elizabeth. This reclassification continues to be consistent with general planning principles by providing for an economically sound and balanced municipal tax base. The entirety of the proposed district is well suited for: office, research and related development; and, uses permitted in the LI (Light Industrial) Zone District, albeit on larger lots as the proposed district is proximate to Edgar Road (US Route No.: 1/9) and the New Jersey Turnpike/Interstate 95. However, the planning goal is to allow for a full range of light manufacturing and other industrial uses that adhere to modern performance standards which better regulates nuisance characteristics such as smoke, air pollution, odors, liquid waste, solid waste, noise, vibration, glare, temperature change and similar nuisances.
2. SA-3 (Station Area — Residential) Zone District: The SA-3 (Station Area — Residential) Zone District would be created as a result of the implementation of the Proposed Land Use Plan. Said zone would be located to the east and west of Price Street and encompass portions of blocks 252 and 253 that are located near the mid-point between Wood Avenue (Union County Route No.: 617) and Lumber Street. The zone envisions an opportunity for transit-oriented residential development options, including, but not limited to, multi-family residential apartments and townhouses. The minimum lot size should be consistent with existing standards developed within the SA-1 (Station Area — Core Transit Village —

Mixed-Use) and SA-2 (Station Area — Transit Village Residential) zone districts. Incentive zoning provisions should be considered to encourage the use of high-quality design and materials.

The RLM (Research Limited Manufacturing) and SA-3 (Station Area — Residential) proposed land use districts, as well as other areas of change reflected in the Proposed Land Use Plan, are mapped in Appendix G.

### 5.1 — Implementation of Proposed Land Use Plan

To implement the Proposed Land Use Plan, the following steps must be taken:

1. Establish the RLM (Research Limited Manufacturing) Zone District and adopt appropriate standards for same;
2. Establish the SA-3 (Station Area — Residential) Zone District and adopt appropriate standards for same; and,
3. Amend the official Zoning Map to reflect the land use changes reflected in the mapping shown in Appendix G.



## 6.0 — Recommended Amendments of the Zoning Ordinance

In addition to the implementation of the Proposed Land Use Plan, this Land Use Element recommends a number of revisions to chapters 28, 29 and 31 of the Revised General Ordinances of the City of Linden (i.e., the City of Linden's land use procedures, land development, and zoning ordinances). These recommendations are generally intended to: facilitate land use administration and review processes; regulate land use; strengthen and correct bulk and design requirements; ensure the adequate provision of parking; update existing standards; and, promote sustainable development.

The following subsections present the recommended revisions to the City of Linden Zoning Ordinance:

### 6.1 — Land Use Administration and Review Processes

1. Establish relaxed notice requirements and an administrative review process for by-right minor development applications.
2. Establish a Technical Review Committee by ordinance of the Linden Planning Board.
3. Update land development application requirements and submission checklists.
4. Increase the number of required plan sets for site plan and subdivision submissions by a minimum of two additional sets.
5. Strengthen and expand requirements that determine when site plan approval is required, including for accessory uses such as solar array fields.

### 6.2 — Land Use Regulation

1. Permit residential apartments as a principal use in the C-1 (Central Business) Zone District. Require

- off-street parking on all lot sizes consistent with the City's off-street parking requirements.
2. Institute requirements that require a specified distance between such uses as: nail salons; dollar stores; auto repair shops; and, restaurants serving food for consumption offsite (i.e., take-out restaurants).
3. Evaluate the potential to permit additional health and medical service opportunities in non-residential zone districts. Where appropriate, provide conditional use standards for same.
4. Evaluate allowing medical marijuana dispensaries in the C-1A district of the City subject to conditions.
5. Increase the building height in residential zones to 30-feet.
6. Create additional standards for attached development types that require all structures to be maintained uniformly. Prohibit subdivisions of existing homes for zero lot line development, which poses health and safety risks (lack of fire separation walls).
7. Evaluate the need to update regulations associated with institutional uses.
8. Create standards to limit development intensity associated with multiple businesses on commercial and industrial properties.
9. Identify emerging land uses and, where appropriate, add same as principal permitted uses in all districts (e.g., craft beer breweries and distilleries the C-1 [Central Business] Zone District).
10. Clarify in the zoning ordinance that incidental accessory uses, and structures are permitted by-right.
11. Eliminate fine art schools as a permitted use in zone districts where places of worship are not a permitted use (e.g., the SA-1 [Station Area — Core Transit Village — Mixed-Use] Zone District).
12. Specifically prohibit the following uses:
  - a. Outdoor vehicle storage and similar uses where appropriate, but excluding new and used car sales where permitted;
  - b. Ground floor apartments below grade or basement apartments;

- c. Uses associated with the storage and dismantling of cars and potentially associated shipping containers for transport;
- d. The sale of electronic smoking devices and drug paraphernalia; and,
- e. Clarify that site plan approval is not required for accessory solar panel construction on building roofs and in compliant yard areas where no visual impact to a public thoroughfare is proposed. Prohibit solar panels within the front lawn area (i.e., between the front of a building and the street to retain sightly front lawns in the city).

### 6.3 — Bulk and Design Requirements

1. Increase the minimum lot size requirements for large industrial sites in order to discourage their subdivision.
2. Develop a zone-specific building story requirement for all zone districts.
3. Develop an impervious coverage requirement for all zone districts.
4. Amend Section 31-36.6b.2, which incorrectly indicates that existing single-family dwellings on undersized lots that are not large enough to meet the requirements of Section 31-36.6a may be enlarged if they have a minimum lot size of 4,000 square feet in the R-1A (Single-Family 50-Foot) and R-1B (Single-Family 40-Foot) zone districts and 3,500 square feet in the R-2A (Two-Family 50-Foot) and R-2B (Two-Family 40-Foot) zone districts.
5. Decrease the height requirement in the LI (Light Industrial) Zone District to 50 feet and to 40 feet adjacent to residential properties.
6. Better regulate change of uses where buildings having single or only a few tenants seek to further divide or intensify buildings for the purposes of adding additional businesses.
7. Create zoning standards for garbage and recycling collection consistent with state law.
8. Refine the standards for attached development on



independent lots in the city. The standards should be revised to only permit such development for newly constructed buildings—for safety purposes—and to create additional provisions to ensure uniform building materials and the consistent use of color on the buildings and roofs.

#### 6.4 — Parking and Circulation Regulations

1. Amend Section 31-27.1 to require off-street parking for all properties in the C-1 (Central Business) Zone District. Currently, Section 31-27.1 does not require off-street parking on lots that are less than 20,000 square feet in said zone district.
2. Develop off-street parking requirements that are specific to:
  - a. Multimodal/mixed-use centers; and,
  - b. Schools.
3. Evaluate existing standards and revise as necessary to ensure that minimum parking requirements do not discourage the type and level of development desired.
4. Explore the possibility of amending Section 31-27 to provide incentives for larger developments to include public parking. Providing same can help promote infill development in the surrounding areas.
5. Develop a shared parking ordinance.
6. Develop a mechanism that enables developers to fund public parking improvements in lieu of meeting parking requirements on-site.
7. Revise the ordinance to stipulate that where there is no applicable parking standard, the board of jurisdiction may determine a requirement based upon published information of the Institute of Traffic Engineers, American Planning Association, or Urban Land Institute.
8. Explore opportunities to create, by ordinance, a Payment-in-Lieu-of-Parking fee program to fund the expansion and development of public parking facilities when variances may, otherwise, be granted.
9. Amend the ordinance to provide standards that ensure

a more consistent parking approach throughout all downtown districts as there are varying standards within the Station Area and other downtown and redevelopment districts.

10. Create better design standards and ordinances to regulate unsightly truck and trailer parking in the city.
11. Evaluate the need to update the city's ordinances governing the number, placement and duration of shipping containers in the city's industrial districts.
12. Create requirements for the allowance of truck deliveries on Wood Avenue (Union County Route No.: 617) and in downtown areas.

#### 6.5 — Miscellaneous Revisions

1. Explore opportunities to create, by ordinance, a Payment-in-Lieu-of-Sidewalks fee program to fund the construction of new sidewalks when variances may, otherwise, be granted.
2. Develop incentives to reduced demand on automobiles by providing multimodal amenities, such as: car share facilities; bike parking; streetscape and crosswalk improvements; bicycle facilities; and, transit amenities.
3. To promote tree conservation and the creation of a managed urban forest, develop standards that prevent tree cutting immediately prior to a development application.
4. Explore the possibility of levying fees for the removal of trees located outside of building envelopes.
5. Update or provide the following definitions within the ordinance:
  - a. E-Commerce Warehouse; and,
  - b. Lot Frontage, i.e., update the existing inconsistencies with other code definitions.
6. Review and update the lighting standards for all non-residential and mixed-use districts. Prohibit "rope" style lighting.
7. Develop standards to provide electric vehicle charging stations at strategic locations.

8. Update the City's sign ordinances.
9. Develop standards for and promote green infrastructure and related practices, including, but not limited to, bioswales, rain gardens, and downspout disconnection.

## 7.0 — Recommendations for Further Study

In addition to the recommendations for Zoning Ordinance amendments that have been described in the previous chapter, this Land Use Element recommends that the city conduct further study on a number of issues. These recommendations are described below:

1. Truck Capacity to Tremley Point: Conduct a traffic study to better understand the current truck capacity to Tremley Point.
2. Commercial Parking in Downtown Areas: Evaluate commercial parking management in downtown areas in order to:
  - a. Create additional downtown parking;
  - b. Optimize curbside parking availability;
  - c. Minimize the use of one-hour time limits;
  - d. Evaluate on-street hourly parking rates;
  - e. Provide an on-street parking discount for Linden residents;
  - f. Create district parking maps;
  - g. Create wayfinding to newly created parking;
  - h. Adjust permit rates to increase the use of the New Jersey Transit Commuter Parking Lot; and,
  - i. Provide a resident discount at the New Jersey Transit Commuter Parking Lot.
3. Curbside Parking in Residential Areas: Evaluate curbside parking in residential areas to identify opportunities to prioritize resident needs without constraining public access.
4. Economic Development: Undertake a market study that comprehensively reviews economic development objectives and local and regional demographics in order to identify niche businesses opportunities that can be captured within the city.
5. Redevelopment/Rehabilitation: Continue to monitor the need for redevelopment/rehabilitation within the city. In addition, maintain mapping of redevelopment/rehabilitation districts and carefully monitor the progress of existing redevelopment initiatives.
6. Circulation: Work with county officials to analyze the issue of increased truck traffic within the city and limit the operation of heavy trucks on inappropriate roadways (e.g., through the establishment of new truck routes or improved signage).
7. Additional Office and Institutional Space: Explore opportunities to create a program with the city's largest industrial users to locate additional office and institutional space in Linden, particularly proximate to the downtown.
8. Placemaking: One of the key features of successful downtowns is the variety of attractive public gathering places that they contain. Urban planners refer to this as place making, and it is an approach to planning, design and management of public spaces that capitalizes on creating spaces that promote people's health, happiness and well-being. Such places typically consist of public plazas, village greens and town squares. Linden's location on the Northeast Corridor Railroad Right-of-Way, as well as the general trend for urbanization within suburbs near New York City, enables Linden to retrofit itself overtime. A particular focus of this retrofit should incorporate principles of placemaking. Examples of key strategies for placemaking in Linden include increasing the use of art in the downtown and encouraging professional murals on blank walls.
9. Car Sharing: This Land Use Element recommends the revision of the city's Zoning Ordinance to provide incentives for car sharing in certain cases. It is further recommended to explore the possibility of requiring car sharing facilities as part of new downtown projects, as well as identifying on-street locations for the provision of car-share parking.
10. Community Shuttle: Explore the potential to develop a community shuttle service in order to transport passengers between Linden Station and large employers (e.g., Blue Apron).
11. Parking Authority: Evaluate the potential benefits associated with creating a parking authority to authorize bonding in order to create new parking facilities.
12. Lot Consolidation: Explore opportunities to provide development incentives to encourage lot consolidation along Elizabeth Avenue (Union County Route No.: 514).
13. Design Review Process: Study the possibility of strengthening and enhancing the design review process.
14. Senior Housing: Identify opportunities to expand the supply of housing for senior citizens (incl., through redevelopment initiatives).
15. T-R (Theater) Redevelopment District: Identify opportunities to expand opportunities and event programming within the T-R (Theater) Redevelopment District.
16. Arts, Educational and Cultural Institutions: Explore means to develop stronger relationships between arts, educational and cultural institutions, such as Union County College and local magnet schools.
17. Shade Trees: Task the Shade Tree Commission with the identification of streets in need of more street trees. Explore opportunities to provide same.
18. Safe Routes to School: Explore opportunities to implement safe routes to school programs in order to improve existing walking and biking opportunities for the children of the city.
19. Aging Infrastructure: Collaborate with the City Engineer and, as applicable, state and county authorities to evaluate and improve aging infrastructure, as needed.
20. Mercantile License Requirement: Explore the opportunity to create a mercantile license requirement in order to better regulate change of use applications.
21. The Creation of a New Port District: The city is currently investigating the feasibility of a new port district in the Tremley Point Area of the city. Further





study is warranted to evaluate the potential for new jobs, ratables and improved water circulation access to the city.

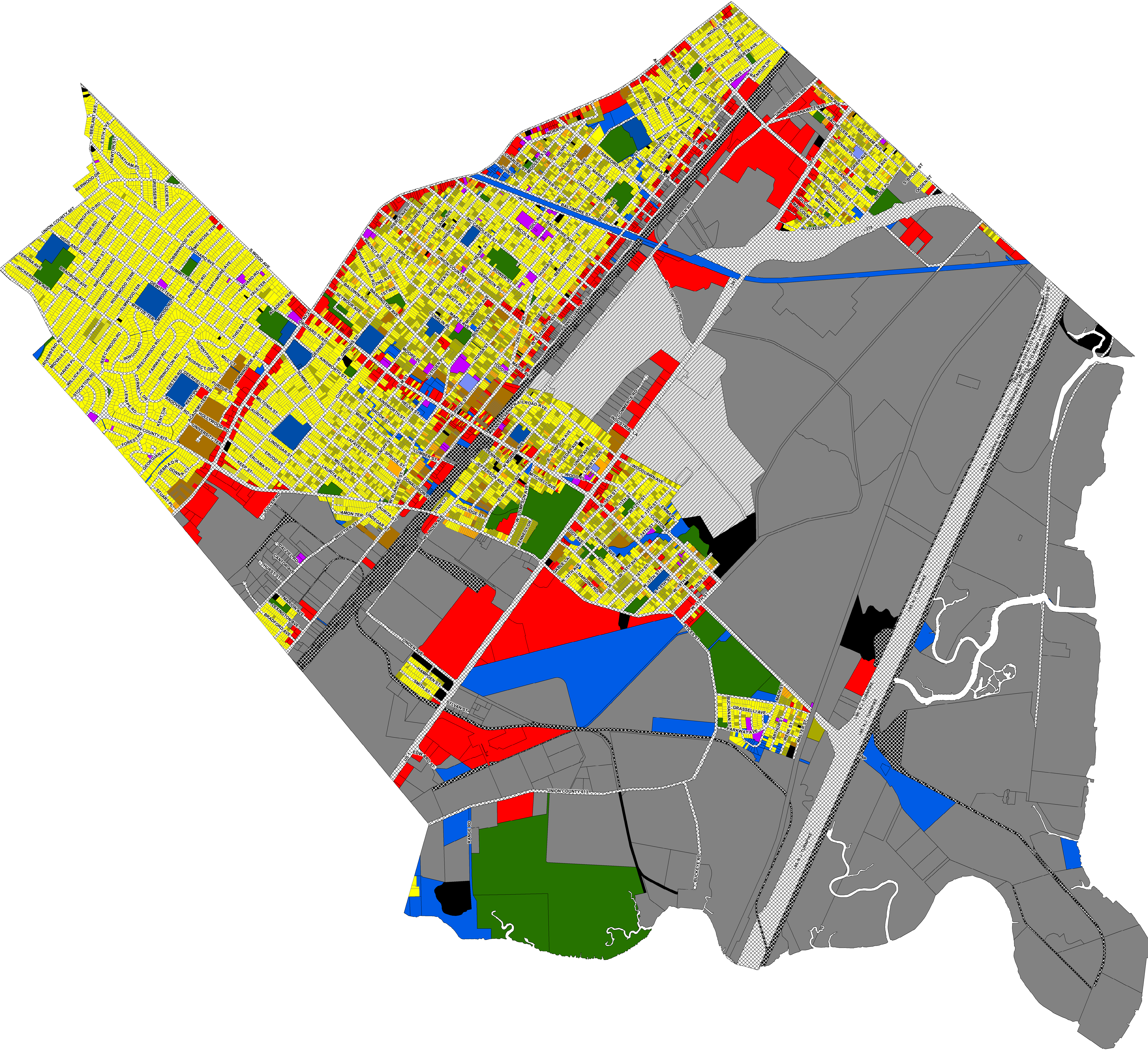
22. Rail Spurs: As part of a public-private partnership, the city should continue to monitor and study the ability and desirability of reactivating abandoned spur lines and the need to create new spur lines in the Tremley Point area of the city.

23. Freight Rail: As depicted in Appendix A, a defunct freight rail line is located near Baltimore Avenue and Pennsylvania Avenue and extends from Roselle Borough to the City of Elizabeth. The city should continue to monitor regional intent for this corridor, any impacts it would create if reactivated and alternative uses (i.e., rails to trails, if the right-of-way is ever abandoned or purchased from the State of New Jersey).

## Appendix A — Existing Land Use



Existing Land Use  
City of Linden, Union County, New Jersey



- |                         |                        |                                 |                                  |
|-------------------------|------------------------|---------------------------------|----------------------------------|
| Cemetery                | Mixed-Use              | Residential (Single-Family)     | Right-of-Way (Not Real Property) |
| Charitable Organization | Public Property        | Residential (Two-Family)        | School (Private)                 |
| Commercial              | Public Property (ROSI) | Residential (Three/Four Family) | School (Public)                  |
| Industrial              | Railway                | Residential (Multifamily)       | Vacant                           |

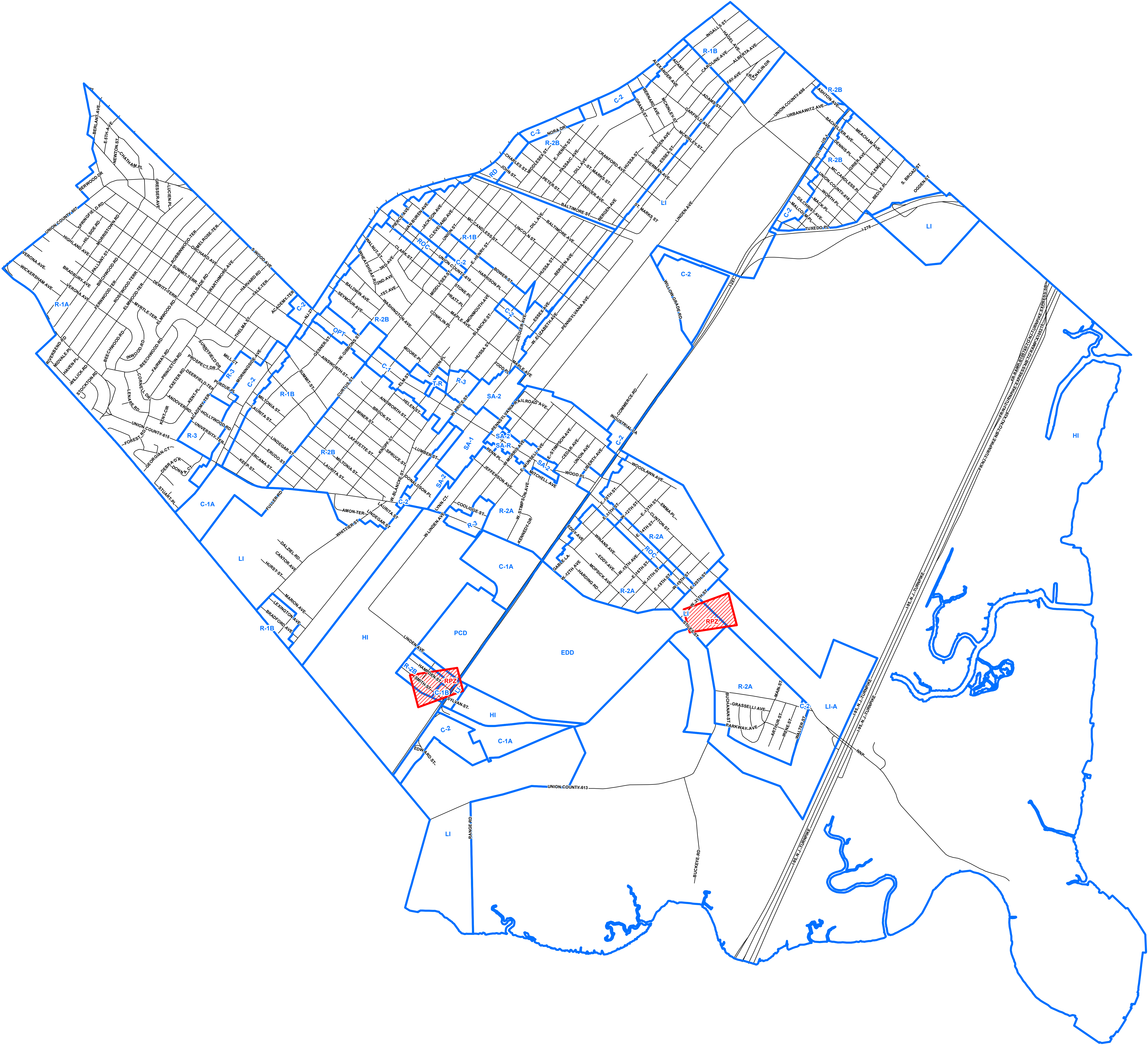
0 400 800 Feet



## Appendix B — Existing Zoning



Existing Zoning  
City of Linden, Union County, New Jersey



Existing Zone District Boundary  
Existing Overlay Zone District Boundary

- |      |                      |      |                                |      |                               |      |   |
|------|----------------------|------|--------------------------------|------|-------------------------------|------|---|
| C-1  | Central Business     | LI   | Light Industrial               | R-2A | Two-Family 50-Foot            | SA-1 | Station Area - Core Transit Village - Mixed-Use |
| C-1A | Commercial           | LI-A | Light Industrial — A           | R-2B | Two-Family 40-Foot            | SA-2 | Station Area - Transit Village Residential      |
| C-1B | General Commercial   | OPT  | Office Professional Transition | R-3  | Apartment                     | SA-R | Station Area - South Wood Avenue                |
| C-2  | Retail Commercial    | PCD  | Planned Commercial             | RD   | Redevelopment                 | T-R  | Theater   |
| EDD  | Economic Development | R-1A | Single-Family 50-Foot          | ROC  | Residential Office Commercial |      |   |
| HI   | Heavy Industrial     | R-1B | Single-Family 40-Foot          | RPZ  | Runway Protection Overlay     |      |   |

Please note that this is not an official zoning map. This map should only be used as an illustration to the Land Use Element. The official zoning map of the City of Linden should be consulted for all other purposes (e.g., zoning determinations).



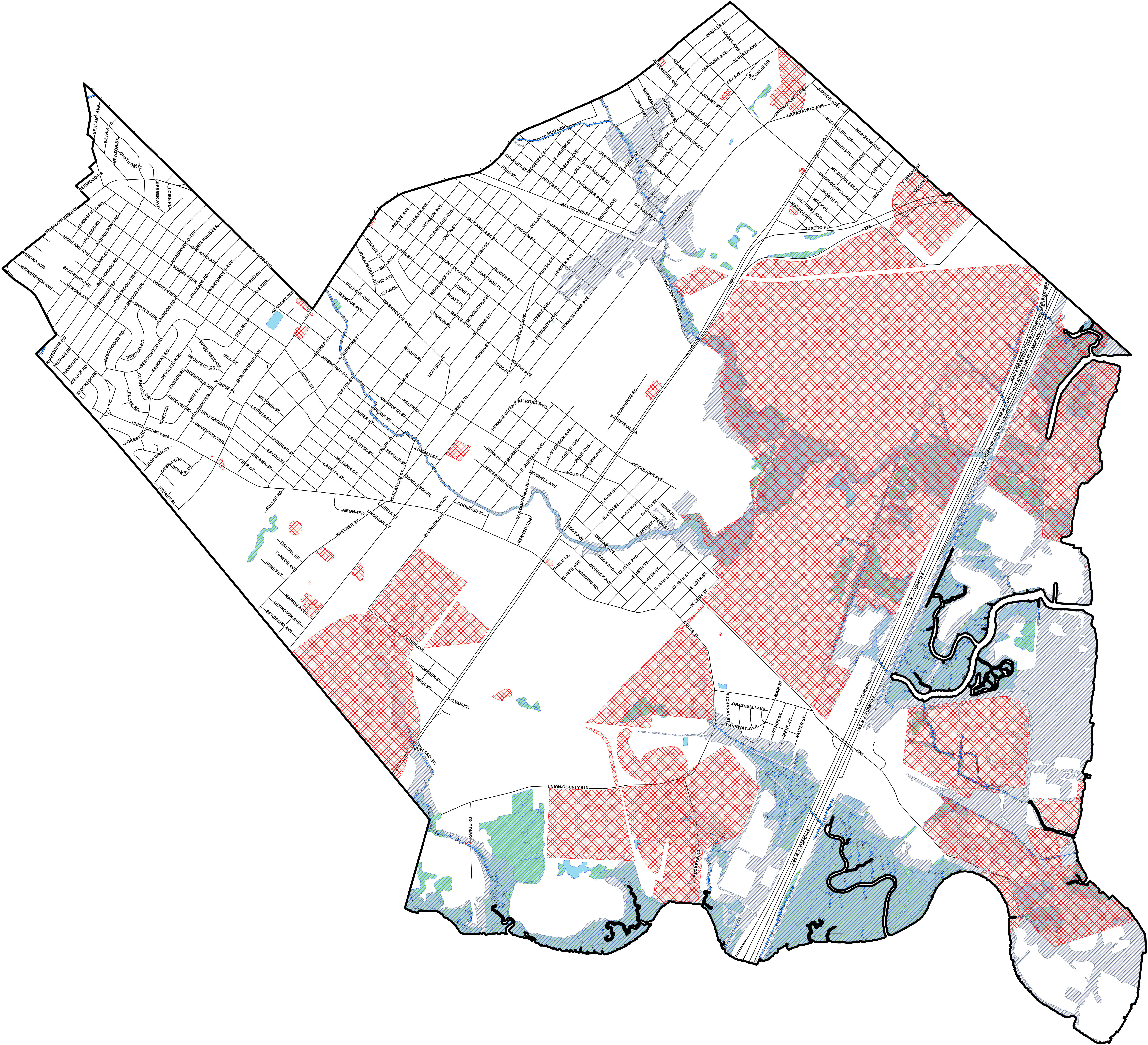
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## Appendix C — Environmental Constraints



Environmental Constraints  
City of Linden, Union County, New Jersey



Groundwater Contamination Area  
Flood Hazard Area  
Surface Water  
Stream  
Stream Corridor  
Wetlands

0 400 800 Feet

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## Appendix D — Redevelopment/Rehabilitation Districts



Redevelopment/Rehabilitation Districts  
City of Linden, Union County, New Jersey



Existing Redevelopment/Rehabilitation District Boundary

- 195-R — Route 1/9 and Stiles Street Redevelopment
- 437-R — Block 437, Lots 5.03 and 5.04 Redevelopment
- AC-R — Avenue C Redevelopment
- B-R — Bayway Redevelopment
- C-R — Conoco-Phillips Redevelopment
- EDD — Economic Development Redevelopment

- G-R — Grasselli Road Redevelopment
- GM-RH — General Motors Rehabilitation
- I-R — Infineum Redevelopment
- JTG-R — JTG Scaffolding Redevelopment
- L-R — Landfill Redevelopment
- M-R — Merck & Co. Redevelopment

- PP-R — Park Plastics Redevelopment
- SA-R — Station Area — South Wood Ave. Redevelopment
- SGA-1-R — Saint Georges Ave. — Phase 1 Redevelopment
- SGA-2-R — Saint Georges Ave. — Phase 2 Redevelopment
- T-R — Theater Redevelopment
- UL-R — United Lacquer Redevelopment

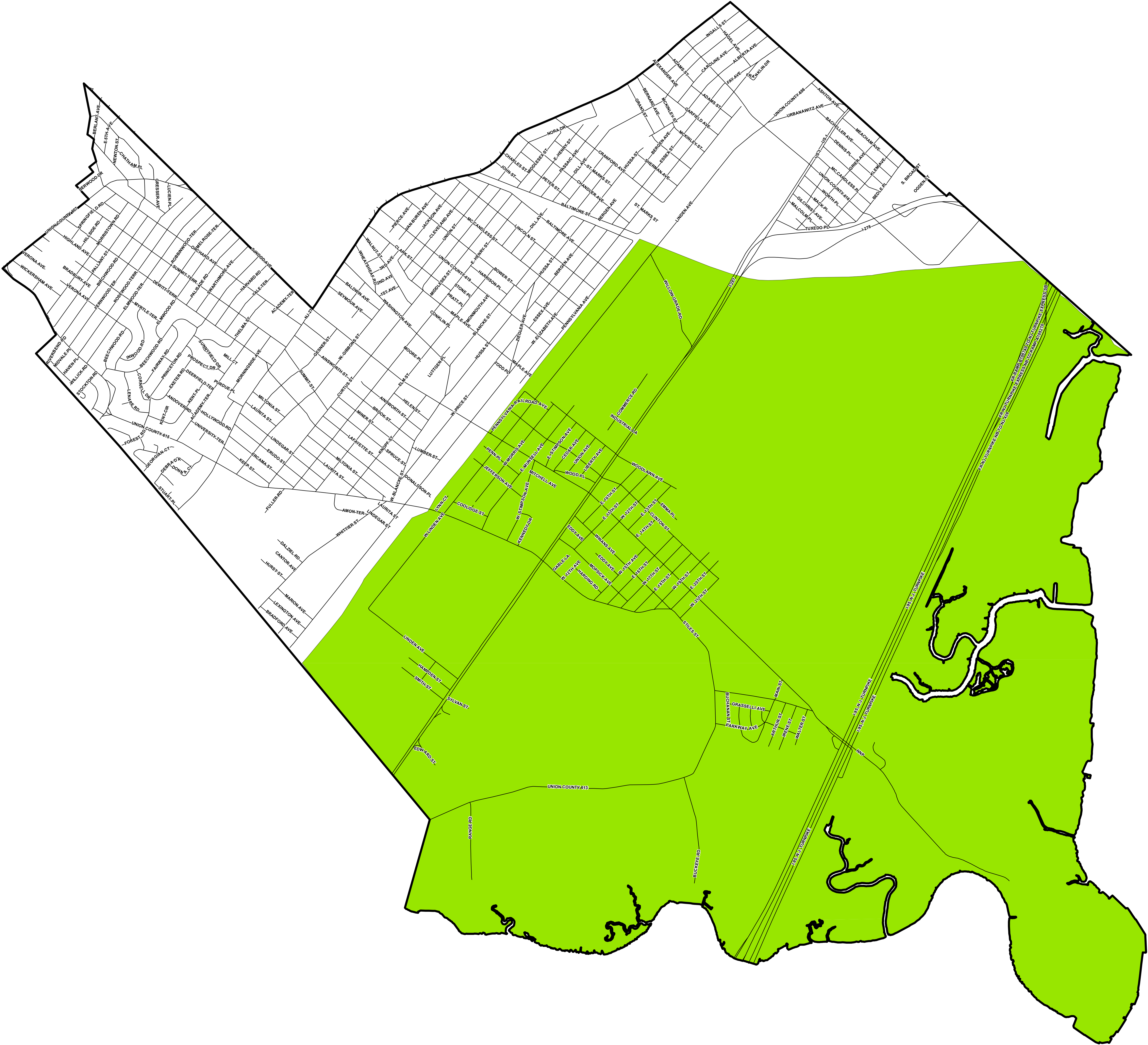
This map should only be used as an illustration to the Land Use Element. The official delineation of each redevelopment/rehabilitation district should be determined by consulting the appropriate redevelopment/rehabilitation plan for each district.



## Appendix E — Opportunity Zone Area



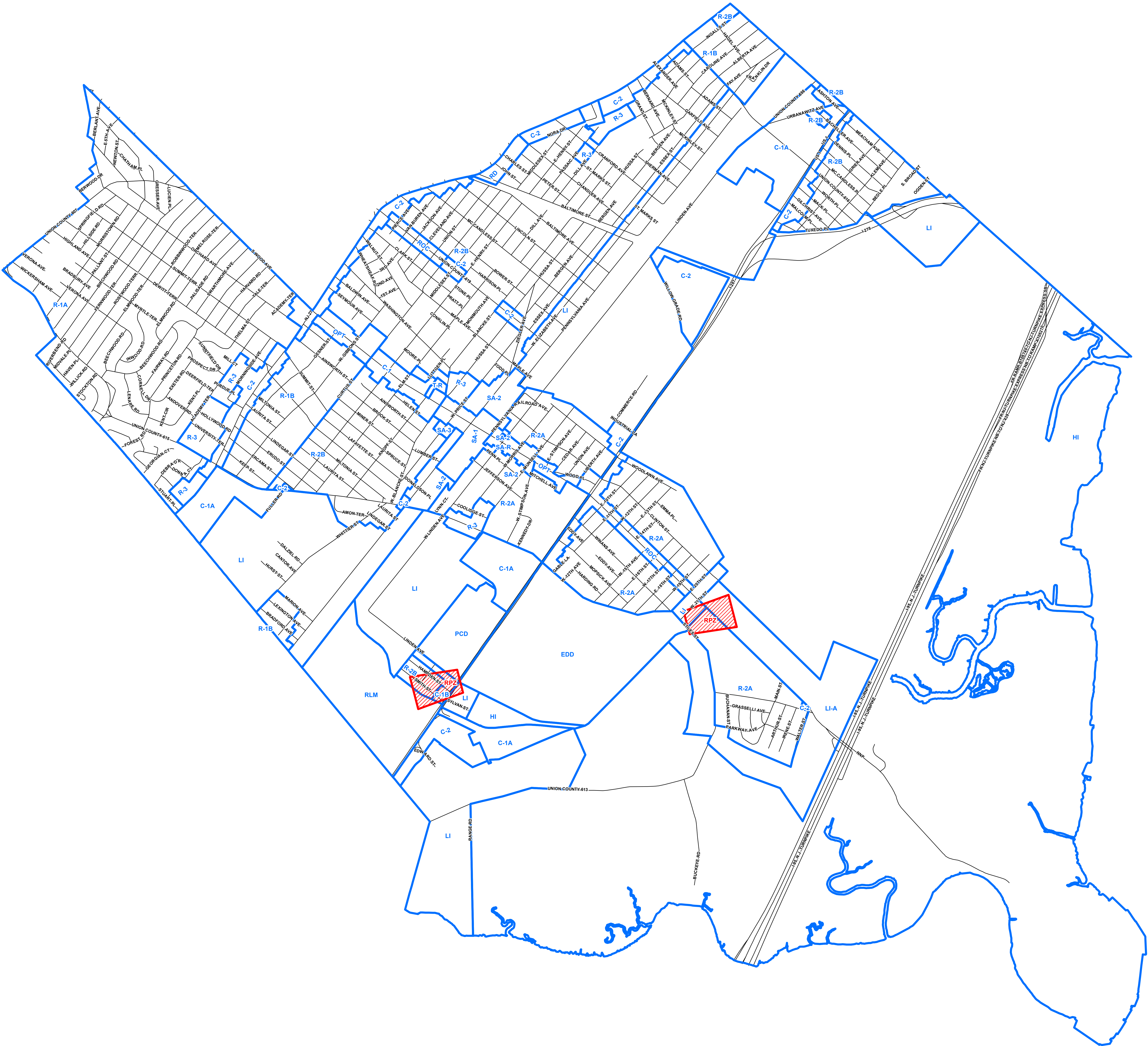
Opportunity Zone Area  
City of Linden, Union County, New Jersey



## Appendix F — Proposed Land Use Plan



Proposed Land Use  
City of Linden, Union County, New Jersey



Land Use District Boundary  
Land Use District Boundary

C-1 — Central Business  
C-1A — Commercial  
C-1B — General Commercial  
C-2 — Retail Commercial  
EDD — Economic Development  
HI — Heavy Industrial

LI — Light Industrial  
LI-A — Light Industrial — A  
OPT — Office Professional Transition  
PCD — Planned Commercial  
R-1A — Single-Family 50-Foot  
R-1B — Single-Family 40-Foot

R-2A — Two-Family 50-Foot  
R-2B — Two-Family 40-Foot  
R-3 — Apartment  
RD — Redevelopment  
RLM — Research Limited Manufacturing  
ROC — Residential Office Commercial

RPZ — Runway Protection Overlay  
SA-1 — Station Area - Core Transit Village - Mixed-Use  
SA-2 — Station Area - Transit Village Residential  
SA-3 — Station Area - Residential  
SA-R — Station Area - South Wood Avenue  
T-R — Theater

Please note that this is not an official zoning map. This map should only be used as an illustration to the Land Use Element. The official zoning map of the City of Linden should be consulted for all other purposes (e.g., zoning determinations).

0 400 800 Feet

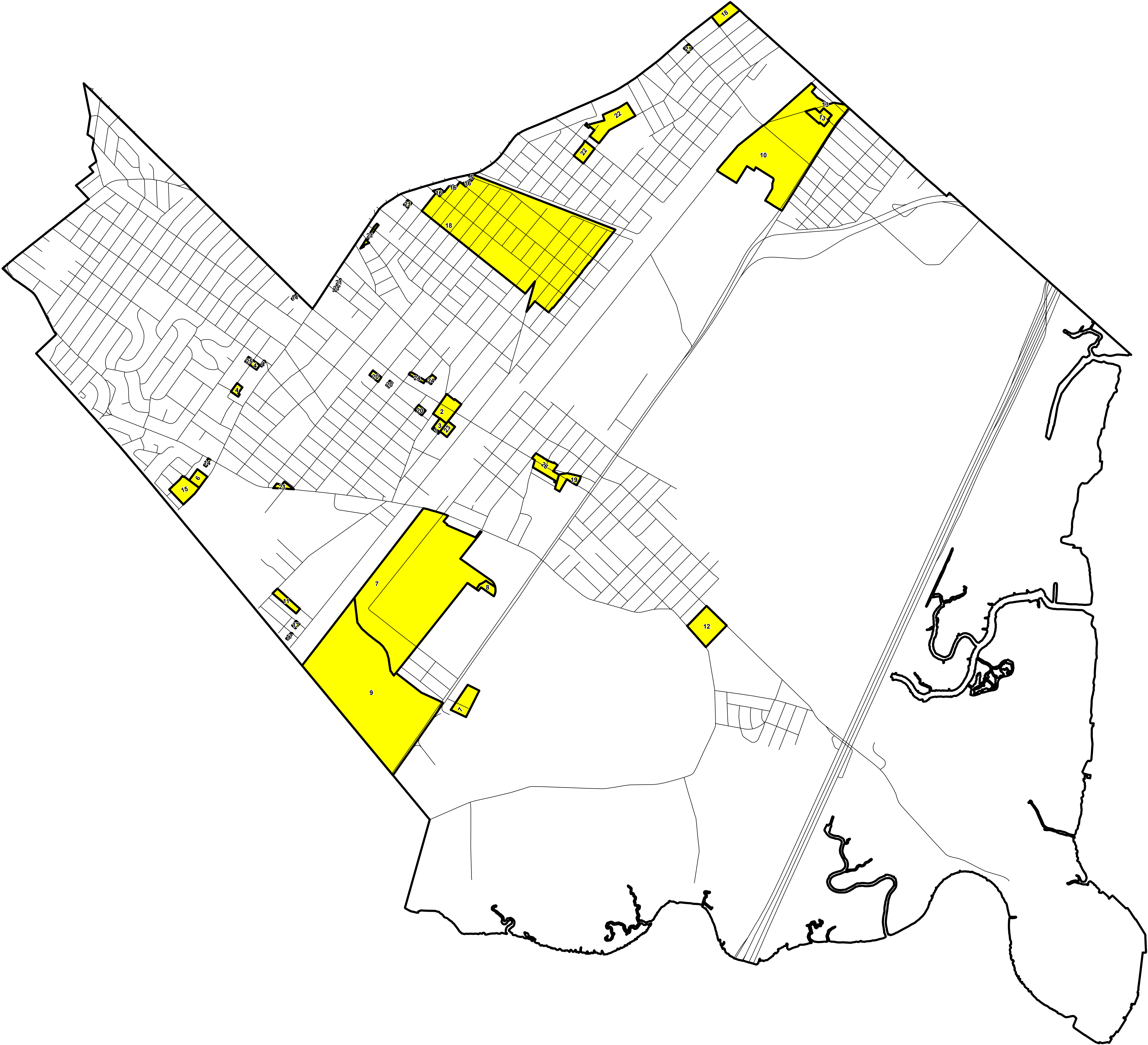
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## Appendix G — Changes Reflected in Proposed Land Use Plan



Changes Reflected in Proposed Land Use Plan  
City of Linden, Union County, New Jersey



 Changes over Existing Zoning Reflected in Proposed Land Use Plan

- |                 |                 |                   |                   |                  |
|-----------------|-----------------|-------------------|-------------------|------------------|
| 1 — C-1 to R-2B | 7 — HI to LI    | 13 — LI to R-1B   | 19 — R-2A to OPT  | 25 — R-3 to R-1A |
| 2 — C-1 to SA-1 | 8 — HI to PCD   | 14 — R-1A to C-2  | 20 — R-2B to C-1  | 26 — SA-2 to OPT |
| 3 — C-1 to SA-3 | 9 — HI to RLM   | 15 — R-1A to R-3  | 21 — R-2B to C-2  |                  |
| 4 — C-2 to R-1A | 10 — LI to C-1A | 16 — R-1B to C-2  | 22 — R-2B to R-3  |                  |
| 5 — C-2 to R-2B | 11 — LI to R-1B | 17 — R-1B to LI   | 23 — R-2B to SA-3 |                  |
| 6 — C-2 to R-3  | 12 — LI to R-2A | 18 — R-1B to R-2B | 24 — R-3 to C-1   |                  |











**ricci**planning